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Senate Hearings

Before the Committee on Appropriations

LEGISLATIVE BRANCH APPROPRIATIONS

H.R. 13763

91st CONGRESS, FIRST SESSION

Fiscal Year 1970

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LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1970

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

NINETY-FIRST CONGRESS

FIRST SESSION

ON

H.R. 13763

AN ACT MAKING APPROPRIATIONS FOR THE LEGISLATIVE BRANCH FOR THE FISCAL YEAR ENDING JUNE 30, 1970, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations

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LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1970

TUESDAY, JULY 15, 1969

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10:30 a.m., in room 1223, New Senate Office Building, Hon. Joseph M. Montoya (chairman) presiding.

Present: Senators Montoya and Pearson.

LIBRARY OF CONGRESS

STATEMENT OF L. QUINCY MUMFORD, LIBRARIAN OF CONGRESS

ACCOMPANIED BY

JOHN G. LORENZ, DEPUTY LIBRARIAN OF CONGRESS
ELIZABETH E. HAMER, ASSISTANT LIBRARIAN OF CONGRESS
PAUL L. BERRY, DIRECTOR, REFERENCE DEPARTMENT
LEWIS C. COFFIN, LAW LIBRARIAN
ROBERT H. ROHLF, DIRECTOR, ADMINISTRATIVE DEPARTMENT
WILLIAM J. WELSH, DIRECTOR, PROCESSING DEPARTMENT
GEORGE D. CARY, DEPUTY REGISTER OF COPYRIGHTS
LESTER S. JAYSON, DIRECTOR, LEGISLATIVE REFERENCE SERVICE
EDMOND L. APPLEBAUM, ASSISTANT DIRECTOR FOR ACQUISITIONS AND OVERSEAS OPERATIONS, PROCESSING DEPARTMENT
ROBERT S. BRAY, CHIEF, DIVISION FOR THE BLIND AND PHYSICALLY HANDICAPPED
ROBERT L. CHARTRAND, SPECIALIST IN INFORMATION SCIENCE, LEGISLATIVE REFERENCE SERVICE
PAUL R. REIMERS, COORDINATOR OF INFORMATION SYSTEMS
WILLIAM W. ROSSITER, BUDGET OFFICER

SUBCOMMITTEE PROCEDURE

Senator MONTOYA. The subcommittee will be in session.

Today we commence hearings on the budget estimates for fiscal year 1970 for the legislative branch of the Government, during the course of which we will consider the requests for the Senate, the Library of Congress, the General Accounting Office, the Government Printing Office, and the Architect for the Capitol.

The legislative branch appropriation bill for the current fiscal year has not yet been reported by the House committee.

This morning, we are pleased to welcome the Librarian of Congress, Dr. L. Quincy Mumford, along with the members of his staff.

INTRODUCTION OF ASSOCIATES

Before you proceed with your statement, Dr. Mumford, will you please introduce your associates for the purposes of the record.

Mr. MUMFORD. Yes, Mr. Chairman. Thank you. On my right here is Mr. Lorenz, the Deputy Librarian of Congress, and next to him Mrs. Hamer, who is Assistant Librarian of Congress, and beginning on the front row is Mr. Welsh, Director of the Processing Department; Mr. Rohlf, Director of the Administrative Department; Mr. Jayson, who is Director of the Legislative Reference Service; Mr. Reimers, who is Coordinator of Information Systems; Mr. Berry, Director of the Reference Department; Mr. Coffin, who is a Law Librarian; and Mr. Cary, who is Deputy Register of Copyrights.

And on the back row as an observer, Mr. Kenyon, Associate Law Librarian; Mr. Yabroff Assistant Director for Management Services, Administrative Department; Mr. Curran, who is deputy budget officer; and Mr. Bray, who is Chief of the Division for the Blind and Physically Handicapped; and Mr. Applebaum, who is Assistant Director of the Processing Department. On my left is Mr. William W. Rossiter, the Library's budget officer.

Senator MONTOYA. Thank you, Dr. Mumford. You may proceed with your statement, sir.

SUMMARY STATEMENT: RISING WORKLOAD AND RESPONSIBILITIES

Mr. MUMFORD. Mr. Chairman and members of the committee, I have a summary statement which I would like to present, if I may.

Senator MONTOYA. It will be made a part of the record, or if you want to present it yourself, go ahead.

Mr. MUMFORD. I would appreciate the opportunity of going through it.

Senator MONTOYA. Do you have another statement besides this?

Mr. MUMFORD. No, sir. This is a kind of a summary of the requests.

Senator MONTOYA. Yes.

Mr. MUMFORD. First let me say the opportunity to appear here in behalf of the Library's 1970 budget estimates is most welcome. My introductory statement will be brief. For the most part, the increases I have requested, in addition to providing for salary and price increases, are designed to meet the rising workloads and responsibilities of the Library in numerous areas and do not contemplate any major new services or programs.

BUDGET REQUEST

The total request which you have before you under all headings is $44,677,800, which represents an increase of $2,964,900 over the fiscal 1969 levels. About $1,200,000 of this increase is for such built-in costs

as in-grade salary and price increases and annualization of pay increases. Of the remaining increases, $1,120,000 is for acquiring, cataloging, and servicing library materials and $645,000 is for special services, primarily for the book program for the blind and physically handicapped and, to a lesser extent, for the Copyright Office.

Increases Requested

These increases include requests for a total of 96 additional positions for the purpose of meeting increased work loads. Of these, 63 are under the appropriation item "Salaries, and expenses, Library of Congress," eight are for the Copyright Office, 17 for the Legislative Reference Service, and eight for the Division for the Blind and Physically Handicapped. Almost all of the other significant increases are for the purchase and preservation of books and other library materials.

Acquisition of Library Materials

The acquisition of books to meet growing demands for service is a major undertaking for most libraries and is, of course, an even greater one for the Library of Congress. There is, as you know, a continual increase in the variety of subjects being investigated; there is an equally large increase in the number of books on each subject; and the price of each book has increased at a greater rate than the general price level for other commodities.

For these reasons I am asking an increase of $190,000 for the purchase of books, of which $15,000 is for lawbooks, and that is a separate appropriation, and an increase of $347,000 for the reading program for the blind and physically handicapped, primarily for the acquisition of additional Braille books and sound recordings.

Preservation of Materials

For several years the Library has, of necessity, been placing greater emphasis on the preservation of its collections in order that this material may be available for future generations. Because time is an important element in this program, I am requesting an additional $165,000 for the restoration and preservation of books and for the microreproduction of materials that have deteriorated beyond the point where they can be restored.

Automation

Although I am not requesting an increase for the automation program—that item remains at $1,600,000—I should like to make a few comments about this activity. The automation program at the Library has two interrelated goals. One is to provide better, more-efficient access to the Library's resources through automation; and the second is to serve as a focal point in the development of a central library information system offering automated cataloging and other bibliographic services to the Nation.

Not only is this program essential to future Library of Congress operations and to our work for the Congress and the Government, but other libraries and their users throughout this country will be direct beneficiaries.

Machine-Readable Cataloging

Through funds provided in part by Federal grant programs, many libraries are proceeding with their own automated systems. Because most of these libraries are looking to the Library of Congress to develop its automation before their operations can be fully effective, it is especially important that we proceed with our program as expeditiously as possible. During the last fiscal year, we have made a significant step in this direction by developing a format for machine-readable cataloging information, which has been accepted as a standard by the American Library Association and the United States of America Standards Institute.

This makes it possible, for the first time, for libraries throughout the country to share a standard bibliographic medium by which they can begin to use, through automated techniques, Library of Congress cataloging and can eventually be linked to the Library of Congress and to other libraries.

During the past fiscal year, we have inaugurated a subscription service for cataloging and other bibliographic information in this standard format, on magnetic tape.

Automation in the Legislative Reference Service

An important aspect of our automation program is directed toward serving Congress through the Legislative Reference Service. Several new applications are now in operation and a portion of the 1970 funds will be allocated to extending automated services to the Congress. In general, we expect to make 1970 a year of system development and further practical application of computer technology in several parts of the Library.

Distribution of Catalog Cards

Turning to the distribution of catalog cards, which is a self-supporting service to about 25,000 other libraries, the only increase represented, in addition to mandatory costs, is $137,000 for the printing of publications. This service is undergoing a difficult transition year. In September of 1968, the first phase of a two-stage automation program was initiated, through which we are developing a truly modern card distribution system.

However, until the changeover is completed, we will experience the added cost of running a dual system for certain operations and the return to the Treasury may be temporarily somewhat less than in previous years.

James Madison Memorial Building

Finally, I should like to say a few words about the continuing critical space problem of the Library. A request to proceed with the final planning and first steps in constructing the James Madison Memorial Building is in the Architect of the Capitol's budget, and I must emphasize again, as I did last year, that this is the most important item for the Library; it is the one on which all future development rests.

Rental Space

In the meantime, the General Services Administration has provided two additional leased spaces for the Library's use—in Crystal City, Arlington, for the Copyright Office and on South Pickett Street in Alexandria for the Geography and Map Division and other uses.

This will complete the leasing program started in 1967, and the budget before you, which requests a net increase of $185,000 for this purpose, is needed to support existing leases and does not provide for any additional rentals.

I hope that this space will see us through until the Madison Building is completed, but I must point out that our space needs appear to increase by about 45,000 to 50,000 square feet a year. This could make additional interim requests necessary, especially if the Madison Building is further delayed.

Returns to the Treasury

The Library, as you know, does have two revenue-producing services. In fiscal 1968 the Copyright Office and the Card Distribution Service between them accounted for receipts of about $8,900,000, or 20 percent of the entire direct appropriation to the Library, and this money is returned to the Treasury.

Resident Engineer

One additional point for the record. The Architect of the Capitol, to improve the efficiency of Library building operations, has agreed to request authority to hire a resident engineer for the Library buildings on my agreement that the Library would give up an administrative position in our building services area. I am prepared to make this reduction if his request is approved.

I thank you for the opportunity to present this summary. My staff and I will be glad to answer any questions.

Organization of the Library

Senator Montoya. Mr. Mumford, in order to have the record properly reflect the composition of the Library and the different and separate functions, would you highlight briefly the different divisions of the Library and what their functions might be.

Mr. Mumford. Yes, sir, I will be glad to summarize that.

Functions of the Library of Congress

The functions of the Library of Congress are largely reflected in its present organization, which is shown on the accompanying chart. The Library consists of the Office of the Librarian and of six departments, each with a number of divisions.

The Office of the Librarian is made up of the Librarian, the Deputy Librarian, and the Assistant Librarian, who are responsible for the overall management of the Library. The following offices are also a part of the Office of the Librarian: the Chief Internal Auditor, the Exhibits, the Information, the Publications, and the Information Sys-

tems Offices. The Librarian is, ex officio, chairman of the Permanent Committee for the Oliver Wendell Holmes Devise, created by an act of Congress to administer the bequest of the late Associate Justice of the Supreme Court; the projects of the Committee—a definitive multivolume history of the Supreme Court of the United States and the Holmes lecture series—are administered through the Librarian's office.

ADMINISTRATIVE DEPARTMENT

The Administrative Department is responsible for the Library's central fiscal and personnel administration, its computer facility, the preservation of library materials, the photoduplication service, and the general housekeeping operations of the Library.

COPYRIGHT OFFICE

The Copyright Office is responsible for administering the copyright law, examining and registering claims to copyright, recording assignments and related documents, furnishing copyright data and other information about copyright to the public, indexing and cataloging all registrations and printing catalogs of copyright entries, and making studies of copyright problems and recommendations to the Congress for the general revision of the copyright law, which is now before the Congress.

LAW LIBRARY

The law library has custody of legal collections numbering some 1,500,000 volumes and gives a reference service to the Congress, other Government agencies, the bench and the bar, and the public. It is the largest law library in the country, is the Government's only general law library, and is strong not only in American and British law but its collections also contain legal literature of all foreign countries. At the present time, the newly developed subject classification for law—class K—is being applied to the Library's legal materials.

LEGISLATIVE REFERENCE SERVICE

The Legislative Reference Service is the department of the Library devoted exclusively to providing information, reference materials, and research studies for Members and committees of Congress and their staffs to assist them in their legislative responsibilities. Although the first duty of the entire Library is to serve Congress, LRS is a relatively small department of about 300 persons—backed up, of course, by the total resources of the Library. Although its services are not directly available to the public, it should be pointed out that LRS, through the Congress, performs a national service, and much of the research done for the Congress is embodied in published, publicly available congressional documents.

Senator MONTOYA. I want you to know, as far as I am concerned, the Legislative Reference Service has been most helpful to my office, and the good staff in that Service has indeed been of extreme help to me.

Mr. MUMFORD. I am very happy to hear that, Senator.

PROCESSING DEPARTMENT

The Processing Department is responsible for acquiring books and other library materials from almost every country and in every written language through purchase, exchange arrangements, transfer from other U.S. Government agencies, gift, and copyright deposit; cataloging, classifying, and otherwise preparing materials for use by Congress, Federal agencies and the public; and preparing hundreds of volumes of book catalogs which comprise the national bibliography and other lists which make known the availability and location of essential research material; and distributing some 70 million printed catalog cards annually to libraries and other institutions.

REFERENCE DEPARTMENT

The Reference Department has custody of all the collections except law, is responsible for services on this material to readers in 13 reading rooms and many other facilities, and replies to inquiries in person, by telephone, and through correspondence. This Department also prepares for publication a variety of abstracts, bibliographies, indexes, and lists to make the collections more readily accessible to the research community and the public. In addition, it organizes for use materials in special form, including maps, manuscripts, prints, photographs, microfilms, and motion pictures.

VARIOUS APPROPRIATION ITEMS

We have several different appropriation items for these services. For instance, the Copyright Office has a separate appropriation. The appropriation that maintains four Departments—the Administrative Department, the Law Library, the Processing Department, and the Reference Department—is called Library of Congress, salaries and expenses.

Another important appropriation is the one for the Division for the Blind and Physically Handicapped, about which you will hear more later.

I don't know if you want me to mention each of these separate appropriations. There is an appropriation for the purchase of books for the general collections and one for the purchase of lawbooks; and a separate one for the Legislative Reference Service and one for the distribution of catalog cards.

Senator MONTOYA. Thank you, Doctor. If you feel that you should insert a more detailed classification of each department, you may feel free to do so.

Mr. MUMFORD. Thank you, Mr. Chairman. I would like to reiterate that these Departments have a number of Divisions. For instance, the Law Library has five Divisions, the American-British Law, the Hispanic Law, Far Eastern Law, Near Eastern and African Law, and European Law Divisions, throughout the Library the Departments are divided into Divisions.

Senator MONTOYA. Yes; I went through your library and I was amazed.

Mr. MUMFORD. I think we looked at the organization chart together. I will submit it for the record.

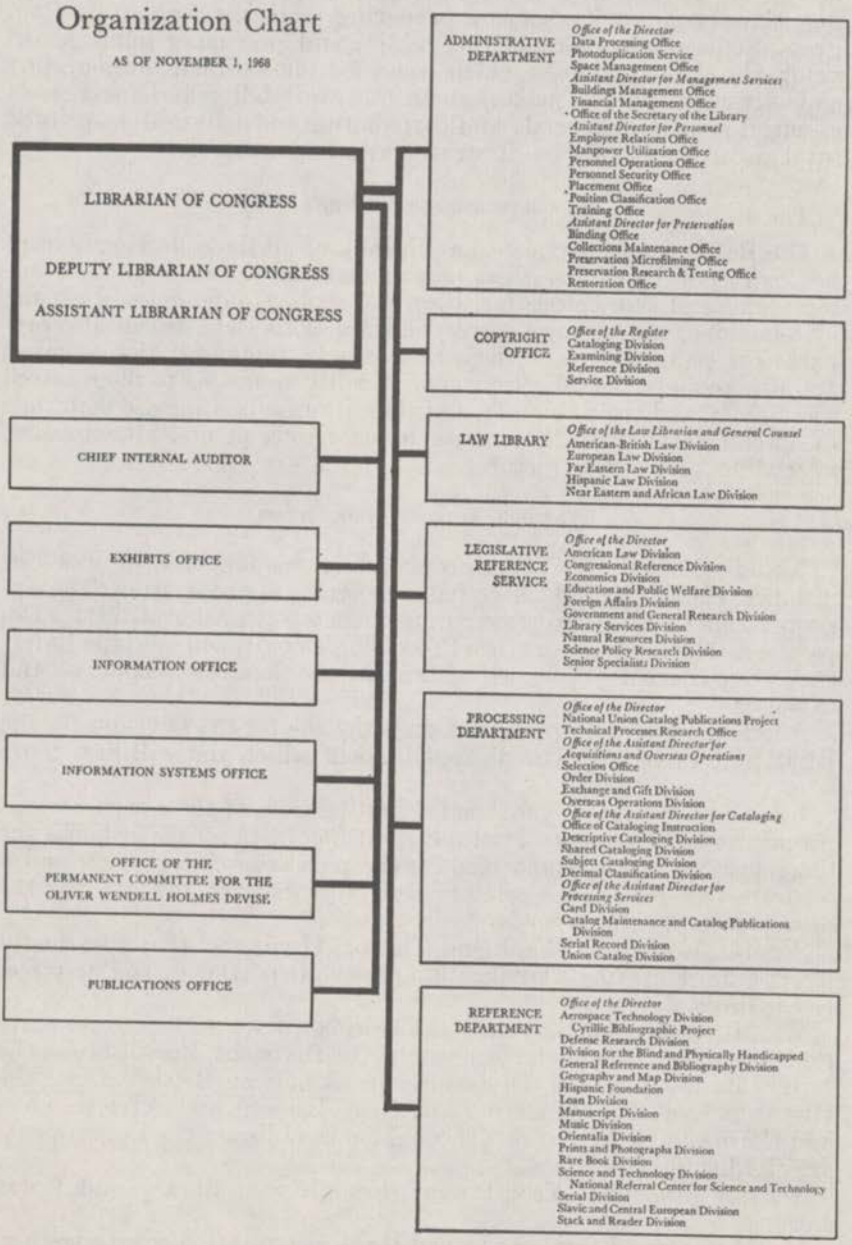
Senator MONTOYA. Yes, and I went through the Library itself and saw these departments.

(The chart follows:)

LIBRARY OF CONGRESS

Organization Chart

AS OF NOVEMBER 1, 1968



BUDGET REQUEST AND APPROPRIATION DATA

Senator MONTOYA. Now, Mr. Mumford, the total funds requested for fiscal year 1970 for the various activities of the Library of Congress amount to $44,677,800, which is an increase of $2,964,900 over the 1969 appropriation, which, including the pay increases allowed in the second supplemental appropriation bill, amounted to $41,712,900.

I will place in the record at this point several summary tables from the justification as well as a chronological table of annual appropriations and authorized positions for 1939 to 1969, with the request that someone on your staff bring it up to date to include fiscal year 1970 estimates.

Mr. MUMFORD. We will be glad to.

(The documents follow:)

TABLE I.—LIBRARY OF CONGRESS—COMPARATIVE SUMMARY OF APPROPRIATION AND APPROPRIATION ESTIMATES

	1969 appropriation	Pay raise proposed supplemental	1969 adjusted	1970 requested	Increase or decrease 1970 over 1969
Salaries and expenses, Library of Congress	[1] $17,440,000	[2] $579,300	$18,019,300	$19,380,000	$1,360,700
Salaries and expenses, Copyright Office	2,878,000	109,800	2,987,800	3,140,000	152,200
Salaries and expenses, Legislative Reference Service	3,650,000	[2] 170,000 +	3,820,000	4,196,000	726,000
Salaries and expenses, distribution of catalog cards	7,300,000	.....	7,300,000	7,728,000	428,000
Books for the general collections	665,000	.....	665,000	840,000	175,000
Books for the law library	125,000	.....	125,000	140,000	15,000
Salaries and expenses, books for the blind and physically handicapped	6,668,000	.....	6,668,000	7,015,000	347,000
Salaries and expenses, organizing and microfilming the papers of the Presidents	112,800	6,000	118,800	118,800	.....
Total, regular appropriation	38,838,800	865,100	39,703,900	42,557,800	2,853,900
Collection and distribution of Library materials (special foreign currency program)	2,000,000	9,000	2,009,000	2,120,000	111,000
Total	40,838,800	874,100	41,712,900	44,677,800	2,964,900

[1] Includes $200,000 as contained in Public Law 90-608.
[2] Does not incude $50,000 to be transferred from "Salaries and expenses, distribution of catalog cards."

TABLE II.—SUMMARY OF BUDGETED POSITIONS, 1968, 1969, 1970

Appropriation title	1968 total number	1969 total number	1970 total number
Salaries and expenses, Library of Congress	1,477	[1] 1,533	[1] 1,596
Salaries and expenses, Copyright Office	308	324	332
Salaries and expenses, Legislative Reference Service	286	311	328
Salaries and expenses, distribution of catalog cards	564	604	604
Salaries and expenses, books for the blind and phy: ica'ly handicapped	59	64	72
Salaries and expenses, organizing and microfilming the papers of the Presidents	15	15	15
Collection and distribution of Library materials (special foreign currency program)	12	10	11
Total	2,721	2,861	2,958

[1] Includes 16 positions transferred from Government Printing Office.

Note: The total number in each instance includes the full-time equivalent of part-time positions. Totals above do not nclude native personnel hired in connection with the special foreign currency program.

TABLE III.—SUMMARY OF INCREASES AND DECREASES REQUESTED, FISCAL 1970

	Salaries and expenses, Library of Congress	Copyright Office	Legislative Reference Service	Distribution of catalog cards	Books for the general collections	Books for the Law Library	Books for the blind and physically handicapped	Collection and distribution of library materials (Public Law 180)	Total
INCREASES									
To maintain present level of staff and service in 1970:									
Ingrade increases and reallocations (including personnel benefits)	$244,000	$49,695	$63,784	$77,700			$9,773		$444,952
Annualization of guard and wage board increases (including personnel benefits)	275,700	12,200	66,000	150,000			23,000		526,900
Accident compensation	225								225
Postage	7,000	3,300		10,300			1,400		22,000
Pay increase at Government Printing Office				53,000					53,000
Increased cost of acquisitions					$133,000	$15,000			148,000
Total, cost to maintain present operating level in 1970	526,925	65,195	129,784	291,000	133,000	15,000	34,173		1,195,077
To meet increased workload, to strengthen service, and to reduce arrearage:									
Salaries, new positions, including personnel benefits [1]	439,775	47,005	181,216				54,427		722,423
Regular travel							6,400		6,400
Rental of equipment		5,000							5,000
Local telephone (Centrex)	34,000								34,000
Rental of space	589,000								589,000
Printing forms		10,000							10,000
Printing publications			20,000	137,000					157,000
Printing catalogs		10,000							10,000
Preservation of materials	165,000								165,000
Photoduplication		10,000	30,000				3,500		43,500
Office supplies	10,000	5,000	5,000				3,000		23,000
Pamphlets and documents			10,000				2,400		12,500
Books and library materials					42,000				42,000
Books in raised characters							103,000		103,000
Sound reproductions							380,000		380,000
Books, music							15,000		15,000
Total, increases to meet increased workload, etc	1,237,775	87,005	246,216	137,000	42,000		567,827		2,317,823
Total increases, regular appropriations	1,764,700	152,200	376,000	428,000	175,000	15,000	602,000		3,512,900

DECREASES									
Rental of space	−404,000								−404,000
Repair and replacement of machines							−255,000		−255,000
Total, decreases	−404,000						−255,000		−659,000
Net increases, regular appropriations	1,360,700	152,200	376,000	428,000	175,000	15,000	347,000		2,853,900
Collection and distribution of library materials (special foreign currency program):									
Foreign currencies								99,400	99,400
U.S. dollars								11,600	11,600
Total increases, special foreign currency program								111,000	111,000
Total increases, Library of Congress	1,360,700	152,200	376,000	428,000	175,000	15,000	347,000	111,000	2,964,900

[1] New positions requested: Library of Congress, 63; Copyright Office, 8; Legislative Reference Service, 17; books for the blind and physically handicapped, 8; total, 96.

Background

Recognizing the ever-increasing need for added space for Library collections and services, Congress authorized $880,000 in fiscal 1967 ". . . for reimbursement to the General Services Administration for rental of suitable space in the District of Columbia or its immediate environs for the Library of Congress . . .". Included in these estimates is a request for $998,000.

In 1969 a supplemental appropriation of $200,000 was made available to the Library for additional space rental. The base for fiscal 1969 has been $813,000.

In order to pay for previously authorized rental space through fiscal 1970, the Library requires an additional $589,000; however, there is a decrease of $404,000 for space rental to be assumed by GSA in fiscal 1970 leaving a net increase of $185,000 in this request. This does not contemplate utilization of any further space, only the use of space now under contract or negotiation for the Library through the General Services Administration.

The Library currently occupies (or will occupy during fiscal 1969) the following space located off Capitol Hill:

RENTAL OF SPACE

Location	Occupant	Square footage	Estimated rental costs Fiscal year 1970 LC	Estimated rental costs Fiscal year 1970 GSA	Maintenance costs in federally owned buildings
1. Suitland, Md	Motion pictures	2,550		(1)	$3,445
2. Buildings 159 and 159E, navy yard.	Card division, GPO branch, catalog maintenance and catalog publication division.	74,205		(1)	125,609
3. Middle River, Md	Storage	39,780		(1)	16,907
4. 1291 Taylor St., NW	Division for the blind and physically handicapped.	83,337		$266,678	
5. 214 Massachusetts Ave. NE	Information abstracting	53,676		259,330	
6. 2028 Duke St. Alexandria, Va.	Manuscripts and newspapers	48,762		144,546	
7. Building No. 1, Union and Cameron, Alexandria, Va.	Storage	3,330		(1)	2,500
8. 415 3d St. NW	Motion pictures	2,170		(1)	4,340
9. Crystal Mall, Arlington, Va.	Copyright office	81,187	$376,000		
10. 800 South Pickett, Alexandria, Va.	Geography and map division, laminating, and copyright deposits.	125,000	562,500		
Total		513,997	938,500	670,555	152,801
Moving and related costs			59,500		
Total			998,000		

[1] Federal Government owned.

	Square footage	Rental costs	Maintenance costs, federally owned buildings
Summary:			
Federally owned buildings	122,035		$152,801
Leases paid by General Services Administration	185,775	$670,555	
Leases, moving, and related costs paid by Library of Congress	206,187	998,000	
Total direct cost [1]	513,997	1,668,555	152,801

[1] Does not include guard service or imputed value of federally owned buildings.

LIBRARY OF CONGRESS—ANNUAL APPROPRIATIONS AND AUTHORIZED POSITIONS, 1939–70

Year	Library of Congress [1]		Copyright Office [2]		Legislative Reference [4]		Card distribution [5]		Books for the blind and physically handicapped		Books for general collections, amount	Books for Law Library, amount
	Amount	Positions [3]	Amount	Positions [3]	Amount	Positions [3]	Amount	Positions [3]	Amount	Positions [3]		
1939	$1,666,800	698	$305,400	136	$131,500	39	$365,000	82	$275,000	4	$149,500	$70,000
1940	1,743,987	792	337,460	146	138,700	54	409,560	92	275,000	8	118,000	85,000
1941	2,040,618	842	352,840	150	154,580	60	444,260	117	325,000	8	148,000	85,000
1942	2,218,847	876	334,740	148	171,005	66	454,375	127	350,000	8	248,000	90,000
1943	2,089,262	972	337,920	155	167,440	68	434,090	129	370,000	8	173,000	90,000
1944	2,497,862	882	355,759	129	219,751	65	533,953	121	370,000	8	198,000	95,000
1945	2,542,200	912	368,000	131	213,000	62	531,605	114	500,000	8	198,000	85,000
1946	3,[illegible]45	9[illegible]2	3[illegible]0,700	149	2[illegible]5,276	72	542,100	115	500,000	10	525,000	150,000
1947	3,545,030	995	626,925	192	569,100	131	791,482	129	500,000	16	370,000	125,000
1948	3,419,700	951	626,925	180	500,000	113	750,000	156	1,000,000	16	300,000	95,000
1949	3,820,271	964	781,800	211	541,500	117	897,375	149	979,400	17	300,000	95,000
1950	4,170,120	1,009	851,228	224	751,598	159	1,026,736	166	1,000,000	18	300,000	95,000
1951	4,355,180	1,014	929,500	239	790,000	151	1,102,600	173	1,000,000	20	270,000	85,500
1952	4,815,483	1,010	1,027,010	239	866,300	151	1,172,750	174	1,000,000	20	270,000	85,500
1953	4,880,812	1,011	1,052,909	239	869,300	151	1,235,107	179	1,000,000	20	270,000	85,500
1954	4,810,272	1,002	1,100,000	244	901,721	151	1,264,800	188	1,000,000	21	270,000	90,000
1955	4,815,636	971	1,123,900	238	897,300	144	1,349,100	190	1,000,000	21	260,000	90,000
1956	5,143,064	973	1,238,475	247	1,054,932	158	1,402,359	192	1,006,678	21	300,000	90,000
1957	5,310,593	1,007	1,287,547	256	1,067,387	158	1,487,100	204	1,067,481	24	300,000	90,000
1958	[6] 6,217,345	[6] 1,063	[7] 1,329,655	[7] 238	1,267,000	163	1,715,000	221	1,206,000	25	320,000	90,000
1959	6,748,300	1,091	1,397,256	236	1,390,300	171	1,878,635	223	1,367,900	25	320,000	90,000
1960	7,159,890	1,147	1,450,000	245	1,455,400	180	1,981,300	238	1,619,400	28	350,000	90,000
1961	8,122,800	1,172	1,588,800	247	1,780,200	208	2,172,700	265	1,723,200	29	400,000	90,000
1962	8,455,000	1,211	1,600,000	247	1,809,200	208	2,347,000	288	1,876,100	31	470,000	90,000
1963	10,074,380	1,253	1,673,560	247	1,950,820	215	2,754,370	319	1,893,910	31	570,000	110,000
1964	9,726,000	1,276	1,781,000	252	2,119,000	220	3,042,000	331	1,900,000	33	670,000	110,000
1965	11,001,800	1,365	1,914,200	255	2,412,800	224	3,810,100	393	2,458,600	36	670,000	110,000
1966	11,994,700	1,426	2,072,500	268	2,586,200	228	4,100,300	400	2,681,600	38	780,000	125,000
1967	13,524,100	1,418	2,329,000	293	3,010,500	263	4,684,600	439	4,603,100	54	800,000	125,000
1968	[8] 15,810,968	[8] 1,477	2,532,832	308	3,349,323	286	6,422,800	564	5,968,234	59	[9] 590,000	125,000
1969	18,019,300	1,533	2,987,800	324	3,820,000	311	7,300,000	604	6,668,000	64	665,000	125,000
1970 (estimate)	19,380,000	1,596	3,140,000	332	4,196,000	328	7,728,000	604	7,015,000	72	840,000	140,000

See footnotes at end of table, p. 14.

LIBRARY OF CONGRESS—ANNUAL APPROPRIATIONS AND AUTHORIZED POSITIONS, 1939–70—Continued

Year	Books for Supreme Court	Presidential papers		Preservation of motion pictures		Revision of annotated constitution		Special foreign currency program [10]		Alaskan church records	Total	
	Amount	Amount	Positions [2]	Amount	Positions [2]	Amount	Positions [2]	Amount	Positions [2]	amount	Amount	Positions [2]
1939	$8,000										$2,971,200	959
1940											3,107,707	1,092
1941	10,000										3,560,298	1,177
1942	20,000										3,886,967	1,225
1943	20,000										3,701,712	1,332
1944	20,000										4,290,325	1,205
1945	20,000										4,457,805	1,227
1946	20,000										5,445,481	1,308
1947	20,000										6,547,567	1,463
1948	20,000										6,711,625	1,416
1949	24,000										7,439,346	1,458
1950	25,000										8,219,682	1,576
1951	22,500										8,555,280	1,597
1952	22,500										9,259,543	1,594
1953	22,500										9,416,128	1,600
1954	22,500										9,459,293	1,606
1955	25,000										9,560,936	1,564
1956	25,000										10,260,508	1,591
1957	27,500										10,637,608	1,649
1958	27,500										12,172,500	1,710
1959	30,000	106,800	15	$60,000	2						13,389,191	1,763
1960	30,000	106,800	18	60,000	2						14,302,790	1,858
1961	35,000	112,800	17	60,600	2						16,086,100	1,940
1962	38,000	112,800	19	60,600	2	$25,000	1	$400,000	4		17,193,700	2,011
1963	([11])	112,800	19	60,600	1		2	679,900	4	$15,000	19,905,340	2,091
1964		112,800	15	50,000	1			978,000	9		20,488,800	2,137
1965		112,800	15	50,000	1			1,541,500	10		24,081,800	2,299
1966		112,800	15	50,000	1			1,848,500	10		26,351,600	2,386
1967		112,800	15	50,000	1			2,268,000	11		31,471,100	2,494
1968		112,800	15	([12])	([12])			2,229,443	12		37,141,400	2,721
1969		118,800	15					2,009,000	10		[13] 41,712,900	2,861
1970 (estimate)		118,800	15					2,120,000	11		44,677,800	2,958

[1] From 1939 to 1953 for comparative purposes includes appropriations under the following heads: salaries, Library proper; salaries and expenses, Library buildings; salaries and expenses, union catalogs; general printing and binding, miscellaneous expenses; contingent expenses; photoduplication expenses; expenses, Library of Congress Trust Fund Board; motion picture project; security of the collections; penalty mail; Sunday opening, Library proper; Sunday opening, Library buildings.

[2] Includes the full-time equivalent of part-time and temporary positions.

[3] From 1939 to 1953 for comparative purposes includes appropriations under the following heads: salaries, Copyright Office; and printing the catalog of title entries of the Copyright Office.

[4] From 1939 to 1953 for comparative purposes includes appropriations under the following heads: salaries, Legislative Reference; index to State legislation; revision of the Annotated Constitution of the United States of America.

[5] From 1939 to 1953 for comparative purposes includes appropriations under the following heads: salaries, distribution of catalog cards, and printing, catalog cards.

[6] Includes $117,345 comparative transfer of 20 positions from Copyright Office.

[7] Excludes $117,345 comparative transfer of 20 positions to Library of Congress.

[8] Transferred to Judiciary Branch.

[9] Excludes comparative transfer of $210,000 to Salaries and Expenses, Library of Congress. 1 position from Preservation of Motion Pictures.

[10] Includes U.S. Dollar Support personnel only.

[11] Includes comparative transfer of $210,000 from Books for the General Collections; $50,000 and

[12] Excludes comparative transfer of $50,000 and 1 position to Salaries and Expenses, Library of Congress.

[13] Includes supplemental of $874,100 for pay increase.

AMENDMENTS TO BILL LANGUAGE

Senator MONTOYA. I think at this point we will also place in the record the amendments to bill language which the Library is requesting.

(The documents follow:)

It is requested that the third paragraph of the Administrative Provisions be revised as follows:

Funds available to the Library of Congress may be expended to reimburse the Department of State for medical services rendered to employees of the Library of Congress stationed abroad *and for contracting on behalf of and hiring alien employees for the Library of Congress under compensation plans comparable to those authorized by Section 444 of the Foreign Service Act of 1946, as amended (22 USC 889(a))*; for purchase or hire of passenger motor vehicles; for payment of travel, storage and transportation of household goods, and transportation and per diem expenses for families en route (not to exceed twenty-four); *for benefits comparable to those payable under sections 911(9), 911(11) and 941 of the Foreign Service Act of 1946, as amended (22 USC 1136(9), 1136(11) and 1156, respectively); and for travel expenses of single employees stationed at hardship, hazardous or unhealthful posts not to exceed two roundtrips per year for purposes of relaxation from the rigors of assignment;* subject to such rules and regulations as may be issued by the Librarian of Congress.

NOTE: Underscored portions are additions to the language.

It is also requested that the following paragraph be added:

In addition, funds available to the Library of Congress may be expended for hire of services to transport employees to and from the Main Library Buildings and other sites in the Washington Metropolitan Area where the Library maintains departments, divisions, or otherwise conducts its operations.

Delete: ". . . together with $478,000 to be derived by transfer from the appropriations made for the Office of Education, Department of Health, Education, and Welfare."

This language is no longer required as the activity is financed from funds transferred by the Department of Health, Education, and Welfare as required under Title II C of the Higher Education Act, as amended.

SALARIES AND EXPENSES

JUSTIFICATION

Senator MONTOYA. For the main Library appropriation of salaries and expenses, you are requesting $19,380,000, an increase of $1,360,700 over the 1969 appropriation.

Mr. MUMFORD. That is correct.

Senator MONTOYA. Sixty-three new positions are requested.

I would like to have inserted for the purposes of the record pages 7 through 14 from the justifications which give a brief analysis of the increases and decreases in this line item.

(The justification follows:)

Appropriation: Salaries, and expenses, Library of Congress

1969 regular bill	$17,240,000
Supplemental Appropriation Act, 1969	200,000
Proposed supplemental due to pay increase	579,300
1969 adjusted	18,019,300
1970 estimate	19,380.000
Net increase	1,360,700

Analysis of increases and decreases

Ingrade increases and other anticipated increases in salary costs	+$244,000

Funds are requested to cover within-grade increases, reallocations, and wage-board increases as follows:

Salaries	228,365
Personnel benefits	15,635
Total	244,000

To absorb this amount would mean that the equivalent of approximately 28 positions count not be filled.

Annualization of pay increase	+275,700

Public Law 90–610 provided for reclassification of the Library's guard force effective Oct. 21, 1968. Wage board employees were granted a pay increase effective Nov. 14, 1968. Under the provisions of the executive pay bill, certain salary increases became effective Feb. 24, 1969. Computation for the supplemental to cover these pay costs was based on these beginning dates. This request is necessary to provide for the pay raises in each category for a full year.

Salaries	269,800
Personnel benefits	5,900
Total	275,700

Accident compensation—reimbursement to Bureau of Employees' Compensation	+225

The Library's reimbursement to the Bureau of Employees' Compensation for benefits and other payments for fiscal year 1968 exceed the amount budgeted for those purposes in 1967 by $225.

Postage	+7,000

The Library of Congress reimburses the Post Office Department annually for postage usage. Public Law 90–206 provided for increased postage rates which in turn increased the required reimbursement to the Post Office Department by the amount requested.

Local telephone (Centrex)	+34,000

It will be advantageous to the Library to install Centrex telephone service. The present equipment has been expanded to its capacity. Centrex will provide for additional capacity without requiring additional space. Centrex has been engineered to utilize computers, something our present equipment can only do on a restricted basis. As the Library progresses in the automation field definite advantages would accrue with the availability of Centrex.

Rental of space	+185,000
Rental of space	589,000
Less: Cost of rented space at 214 Massachusetts Ave. NE. and 2028 Duke Street, Alexandria, Va., will be assumed by the General Services Administration in fiscal year 1970	−404,000
Net increase	185,000

It is necessary for the Library to request an additional $185,000 for the rental of space including moving and related costs, increasing the amount available for this purpose from $813,000 to $998,000. This does not contemplate utilization of any further space, only the use of space now under contract or negotiation for the Library through the General Services Administration.

Analysis of increases and decreases—Continued

Preservation of materials	+$165,000
Restoration and preservation of books, manuscripts, etc.—Increase of $73,000.	
The program for restoration and preservation of books, manuscripts, maps, and other paper materials in original form by binding and laminating has been enhanced by the addition of several experts in restoration techniques. A more effective screening and identification process and increased use of collections have resulted in a significantly larger quantity of deteriorating materials to be preserved. This request is for $73,000 and includes funds for preservation supplies and materials, including storage boxes.	
Preservation of deteriorating books, newspapers, etc., by microreproduction—Increase of $92,000.	
Books too brittle to bind or which are in advanced stages of deterioration must be microfilmed in order to preserve them. $50,000 of this request will be used to expand the Library's efforts for this purpose. With this increase approximately 5,000 more volumes could be microfilmed in fiscal 1970 than will be accomplished in fiscal 1969. In addition, the Library's program to preserve current newspapers by microfilming or by purchase of microfilm from available sources has increased. An increase of $42,000 is also requested to offset price increases.	
Office Supplies	+10,000
An increase of $10,000 is requested to provide office supplies commensurate with program increases and increased employment. No increase has been requested since 1967.	
New positions requested (63)	+439,775
Processing Department (29):	
To staff machine readable cataloging office (14):	
1 GS–12; 1 GS–11; 3 GS–7; 2 GS–6; 1 GS–5; 5 GS–4 and 1 GS–3	92,019
Contribution to retirement	5,981
Group life insurance	307
Contribution to health insurance	840
Total	99,147
To achieve and maintain currency in preparing cards and filing in the card catalogs of the Library (9):	
6 GS–5; 1 GS–4 and 2 GS–3	48,737
Contribution to retirement	3,168
Group life insurance	162
Contribution to health insurance	540
Total	52,607
To achieve and maintain currency in cataloging serial publications (6):	
3 GS–7 and 3 GS–5	38,139
Contribution to retirement	2,479
Group life insurance	127
Contribution to health insurance	360
Total	41,105
Total processing department	192,859

Analysis of increases and decreases—Continued

Reference Department (28):	
To meet increased demands for, and to provide additional capabilities in reference and circulation services, and to organize increasing amounts of material to make it readily available to readers (28):	
1 GS–13; 1 GS–11, 6 GS–9; 1 GS–7; 1 GS–6; 9 GS–5; 4 GS–4 and 5 GS–3	$183,854
Contribution to retirement	11,951
Group life insurance	613
Contribution to health insurance	1,680
Total reference department	198,098
Administrative Department (6):	
To provide additional positions due to increased workload (6):	
1 GS–13; 1 GS–9; 1 GS–7; 1 GS–4; 1 GS–3 and 1 WG–5	45,359
Contribution to retirement	2,948
Group life insurance	151
Contribution to health insurance	360
Total administrative department	48,818
Net increases	1,360,700

INCREASES FOR FISCAL YEAR 1970

Senator MONTOYA. Would you explain the increases now?

Mr. MUMFORD. Would you like me to take them one by one?

Senator MONTOYA. No; just generally, because there are too many—63.

Mr. MUMFORD. As I indicated in my statement, a larger part of these increases is due to mandatory costs, such as increases in prices, increases for the Wage Board employees, and various other costs such as in-grade increases for employees and reallocations for employees where the classification system finds they are working at a higher level than their present grade stipulates.

Senator MONTOYA. What do you mean?

Mr. MUMFORD. That relates to the first item, in-grade increases and other anticipated increases in salary costs. Under the law, of course, we are obligated to provide regular in-grade increases, of course, and also under the Classification Act of 1949, we are required to have positions classified in accordance with the standards issued by the Civil Service Commission.

Of course, we also follow the Wage Board salary scales that are adopted by the rest of the Government.

POSITIONS REQUESTED

Senator MONTOYA. Am I correct in saying that 63 new positions are requested?

Mr. MUMFORD. Yes, sir.

Senator MONTOYA. That will not necessarily eliminate the existing positions, will it?

Mr. MUMFORD. No, sir.

Senator MONTOYA. Proceed.

Mr. MUMFORD. Yes, sir; we will come down to the specific positions, if you wish, right now.

Senator MONTOYA. Well, you mentioned upgrading of certain positions, and I didn't want the record to reflect that you were asking for these 63 in lieu of existing positions.

Mr. MUMFORD. No, sir.

Senator MUMFORD. These are additions to your present force?

MACHINE-READABLE CATALOGING OFFICE

Mr. MUMFORD. That is right. Beginning with item 9 on page 11 of the green sheets, we are requesting 29 positions for the Processing Department. Of these, 14 are for staff for the machine-readable cataloging office.

We have developed a method of putting a machine-readable cataloging record on magnetic tape as a result of a period of research and development. This method is now in operation. It requires additional help in order to put all of our current cataloging of English-language materials on magnetic tape. We are also planning to work on foreign languages and in the future we expect to have all of our cataloging output on magnetic tape, these records will be used as a data store for the Library of Congress and are also being made available to other libraries through a subscription service.

CATALOG-CARD MAINTENANCE

Mr. Welsh is Director of the Processing Department and can recite at greater length on these various items.

Nine new positions are requested to achieve and maintain currency in the filing of cards in our card catalog. Because we are cataloging more and more material all the time, more cards are produced and have to be filed into the Library's catalogs.

We have a considerable arrearage at the present time and these positions are requested to obtain currency in that filing.

MACHINE-READABLE CATALOGING

Mr. WELSH. May I say one further word about the machine-readable cataloging staff? What we are attempting to do is to transcribe onto magnetic tape the information contained on the traditional 3 by 5 cards which we produce and distribute.

The information that is on the catalog card is not fully exploited now, because we simply have an author, a title, and a subject approach. There is a wealth of information on that card which can be exploited by putting it into machine-readable form withdrawing it by machine-methods as needed. This is the heart of information retrieval.

I believe this is an essential operation. This is the way the tape looks, as contrasted with the 3 by 5 cards you would find in the card catalog.

Senator MONTOYA. That gadget contains more cards than one.

Mr. WELSH. Yes; it contains 3,000 on one reel, and they are tagged to have many more access points, than can be found by using the traditional card catalog.

Senator MONTOYA. How is the tape used?

Mr. WELSH. In a number of ways. It can be used by a library that subscribes to the service in their acquisitions work, in cataloging the materials, and in preparing book catalogs and bibliographies.

Senator MONTOYA. Is it a tape index that you have?

Mr. WELSH. Yes. Almost any information that is in the catalog card can be retrieved through the tape. It is really a great step forward for libraries.

TAPE SUBSCRIPTION SERVICE

Senator MONTOYA. Do you sell the tapes to the libraries?

Mr. WELSH. Yes.

Mr. MUMFORD. In the same fashion as we have been selling catalog cards over the years.

Senator MUMFORD. Is it sold cheaper to the libraries or the same price?

Mr. WELSH. In terms of information that is available, it is very, very cheap.

Mr. REIMERS. This tape represents one of the tapes which goes from the Library weekly to each of the subscribing libraries. In order that they have current up-to-date information, 52 of these tapes go out a year.

Mr. LORENZ. This is the very basis of the national library network. This is the beginning of getting all libraries in the Nation essentially in communication with each other through using the standard format for machine readable cataloging. This is really a tremendous breakthrough in the information transfer area and we are very proud that the Library of Congress developed this communications format.

BENEFITS DERIVED FROM MACHINE CATALOGING

Senator MONTOYA. Now mention just the highlight benefits that a little library out in the field would derive from this tape.

Mr. WELSH. At the moment, a little library that does not have access to a computer cannot directly benefit but as Mr. Lorenz has stated, as a national network is being developed, that little library could go to the next library in the echelon and find all of the information it needs to satisfy its users.

Senator MONTOYA. For instance, what?

Mr. WELSH. They can query the library to find out what material is available in a particular region. They can find out by author, by title, by subject, by type of publication, by date of publication. They can also generate book catalogs from this information and then a small library can obtain the material it needs by interlibrary loan.

As Mr. Lorenz said, machine readable cataloging is the heart of the system.

Senator MONTOYA. Is it a periodical index, so to speak?

Mr. WELSH. We have a subject approach included in the tape, and it goes out in indexed form and you can manipulate the data and produce it in whatever form you desire. If you want to find out what has been produced within a week on economics it is readily available through searching of the tape by machine methods.

Mr. MUMFORD. But it does not index periodicals, Mr. Chairman.

AVAILABILITY OF INFORMATION

Senator MONTOYA. Now, supposing there is a request in the Library for a particular book in economics and a librarian goes to this tape. Can the librarian readily ascertain where that book can be located?

Mr. WELSH. At the moment, this records only the holdings of the Library of Congress, but one of the next steps will be to record the holding of other libraries just as we do with the book catalog now. In our book catalog—the *National Union Catalog*—we do have this information.

Senator MONTOYA. This merely tells the people that a certain book is located here?

Mr. MUMFORD. It gives them all of the bibliographic information desired.

Senator MONTOYA. About the book, the subject matter it covers?

Mr. MUMFORD. Yes.

Mr. WELSH. But a later development will be to include the holdings of the other libraries.

Senator MONTOYA. I always assumed you had every book printed in this country.

NATIONAL UNION CATALOG

Mr. WELSH. Not quite. Here is an example, sir, of our annual publication in book form, which does list the holdings of the Library of Congress and the major research libraries. There are over 800 libraries reporting to this particular project, and eventually the tape will include this information as well.

SUBJECT RETRIEVAL

Mrs. HAMER. If a library wants to get a printout on one particular subject, it can address the tape in order to do it. This is, for example, a little list on economic conditions that has been retrieved from the tape.

Senator MONTOYA. Yes. May I see that?

Mrs. HAMER. Certainly.

Mr. REIMERS. This represents a search of the 50,000 records which were put onto magnetic tape during the pilot project which went on from 1966 to June 1968. During this pilot project, we put these records on tape and this was a machine search of that data base. It is not up to-date, but we looked at that complete data base.

Mrs. HAMER. The same thing can be done with any subject heading on the tape. It can be retrieved under headings so you can get a listing on American history, or taxes, and so on.

Cumulative Tapes

Mr. Lorenz. These tapes can be interfiled and accumulated so that from weekly tapes you can cumulate to an annual tape and then run off all of your desired subjects from the annual tape.

Some of the State libraries, I might say, are planning to subscribe to this service and produce book catalogs that can be placed in the libraries in the State so the people in a small community can know what is available in the entire State system.

Mrs. Hamer. A major thing that it does is to establish a nationally accepted standard, which can be used in State and regional developments and other systems.

Senator Montoya. Well, the card system that was being used heretofore was very difficult to use, wasn't it?

Mr. Welsh. Unfortunately the card system does not provide sufficiently comprehensive access to bibliographic information and we hope to overcome its limitations by means of the tape and make the information on it easier to manipulate and retrieve.

Senator Montoya. Any questions?

Subscription Service

Senator Pearson. How many libraries in the country subscribe to that particular service?

Mr. Welsh. We only recently inaugurated the service and at the moment there are 60 libraries subscribing.

Senator Pearson. How many libraries are there in the United States?

Mr. Welsh. Many, many thousands. There are 25,000 libraries that subscribe to our catalog cards.

Senator Pearson. Of the 60, how many are universities and colleges and how many are State libraries?

Mr. Welsh. I don't have the breakdown. I could add it for the record.

(The information follows:)

There are now 61 subscribers to the service categorized as follows

Colleges and universities	33
Commercial services	11
Special libraries	8
Public library systems	6
State libraries	3

Expense of Computers

Senator Pearson. If a library, any library in the State wanted to avail themselves of this service, what would be their expense in setting up the proper equipment to use that particular tape?

Mr. Mumford. Well, many libraries have computer equipment available for use on a shared-time basis. A university library can use equipment located somewhere else in the university. State libraries and many of the municipal and public libraries have computer equipment available for use. They would not, therefore, necessarily have to start from scratch in acquiring the equipment.

Mrs. Hamer. Quite often they can buy time on the computer.

Mr. Reimers. Computer programs would have to be available to the Library to utilize this service.

Senator PEARSON. I am trying to find out the cost if a computer is not available in a community. In Wichita, Kans., I am sure the public library there would have available to them computers in the aircraft factories.

Mr. REIMERS. Or in the city itself, the city may be using a computer to perform fiscal functions.

Senator PEARSON. What would a computer cost if it becomes necessary?

Mr. REIMERS. This would vary considerably. The cost of programing a computer is also a big item.

Senator PEARSON. That is right.

Mr. REIMERS. This problem is being investigated by the American Library Association. The Information Science and Automation Division is trying to find methods by which computer programs can be interchanged between libraries that are developing automated systems, and this will cut the cost in the future.

Senator PEARSON. I share your excitement about this. I think now it can be enormously effective in pulling everything together and making a network out of all of this. I was just concerned about the usability at the other end. It is very grand to have it here.

LIBRARY NETWORKS

I am surprised there are not more than 60 subscribing.

Mr. LORENZ. We only began this subscription service in March of this year, and the number of subscriptions has been increasing steadily. Most of the libraries that are now geared up to use this are working cooperatively with libraries in their States or the entire region.

For example, the Washington State Library is planning with all of the libraries in the State for the development of book catalogs which will be based entirely on utilization of this service.

A number of the small public universities and colleges in New England, for example, have established a network called "Nelinet" in which they are cooperating in the utilization of this service.

So this network concept is really growing.

Senator PEARSON. It is growing. I know down in my old alma mater, Duke University, The University of North Carolina at Chapel Hill, and, I think, North Carolina State went together some years ago and broke the ice a little bit in doing this, and in Kansas now we are trying to get the University at Kansas State to buy it.

Mr. LORENZ. Until they had the tapes to plan on and count on, they had no data base that they could be assured of having available to use. And the remarkable thing about this development is that all libraries can eventually tie into this central service, so that this is, in effect, the most efficient way that networks can be developed.

Mr. REIMERS. This meant, of course, each library had in the past to keyboard its own records instead of having this done at one central place just as cards are printed in one central place. Each librarian does not have to print his own cards, and it is this kind of centralized machine readable cataloging service that we want to have.

FEES RETURNED TO THE TREASURY

Senator PEARSON. I think you want to make progress with this, Mr. Chairman, but let me ask one question almost related, and that is: You have about 20 percent of your budget coming from fees, haven't you?

Mr. MUMFORD. Yes.

Senator PEARSON. Does your budget increase in proportion?

Mr. MUMFORD. Yes; the return in copyright registration fees is steadily increasing year by year, and the return from sale of catalog cards has steadily increased over the years as our appropriation goes up.

Senator PEARSON. Do you anticipate or foresee any new services that would bring in new sources of revenue? I am not going to infer here that this is a public expense and should be a public expense.

Mr. MUMFORD. Those are the two primary ones.

Mrs. HAMER. Of course, our publications are sold in very large numbers, but they are sold by the Government Printing Office mainly, and that money also goes back to the U.S. Treasury, but it is not "credited" to the Library of Congress. It is included in the return GPO makes to the Treasury.

Senator MONTOYA. What do you estimate that to be?

Mrs. HAMER. I am sorry but I don't know. We don't receive reports on the sales of our publications through GPO.

Senator PEARSON. It is not very much of a fund-producing proposition, is it?

Mrs. HAMER. Not a fabulous one, but one of our best sellers has returned over $178,500 to the Treasury.

Senator PEARSON. Thank you, Mr. Chairman.

PROCESSING DEPARTMENT

Senator MONTOYA. You are requesting 29 new positions for the Processing Department, which is quite an increase for one Department. Why is this necessary? Would you go into the currency of the cataloging and other processing work?

Mr. MUMFORD. We covered one part of that, and if I may, I will ask Mr. Welsh to proceed with the matter of filing cards into the catalog.

Mr. WELSH. The second is to achieve currency in filing of the cards and cataloging in the Library. On page 23 we have a table that shows the growth of this workload from 1963 to the estimate for 1970.

Mr. MUMFORD. May I request that it be placed in the record.

Senator MONTOYA. Yes.

Mr. MUMFORD. That is, 23 and 24.

Senator MONTOYA. All right; it will be placed in the record.

(The documents follow:)

Cards prepared and filed in the library's principal catalogs

Year:	
1963	1,540,000
1964	1,680,000
1965	1,938,000
1966	2,298,000
1967	2,331,500
1968	3,035,500
1969 estimate	3,334,600
1970 estimate	3,633,700

Between 1963 and 1968 there has been an average annual increase in the number of cards to be prepared and filed of 299,100, a growth brought about by the increase of the printed card output. Estimates for fiscal 1969 indicate that this rate of growth is continuing. The Card Preparation Section has 20 staff members and an addition 3 positions (two GS–3 arrangers, and one GS–4 card preparation assistant) are requested; the Filing Section now has 34 positions, and six more (five GS–5 catalog filers and one GS–5 corrections assistant) are requested. To handle this regularly increasing workload a total of nine positions is requested.

To achieve and maintain currency in cataloging serial publications

Serial Record Division:	
3 GS–7 Searchers at $6,981	$20,943
3 GS–5 Cataloging assistants at $5,732	17,196
	38,139
Personnel benefits	2,966
6 Positions	41,105

It has been found that by utilizing searchers and cataloging assistants in the cataloging of serial publications the production of each cataloger can be increased substantially as each is freed from work of a routine and time-consuming nature. By speeding up this process we hasten the printing of cards for use by the Library and for sale to other libraries. To assist catalogers in handling the workload of serial titles newly received and those awaiting cataloging, presently totaling approximately 40,000 titles, three searcher positions and three cataloging assistant positions are requested.

CATALOGING SERIAL PUBLICATIONS

Mr. WELSH. As more materials become available and as we catalog them the number of cards to be filed increases. This request is an attempt to achieve and maintain currency in this vital part of our operation.

The following six jobs are to achieve and maintain currency in cataloging serial publications. The justification would again be the increase in the number of publications that are being published and acquired. We are attempting to catalog these and make catalog cards available for use throughout the country.

Senator MONTOYA. Did you get an increase last year?

Mr. WELSH. Yes, sir, we did.

Senator MONTOYA. In positions?

Mr. WELSH. Yes, sir.

CARD PREPARATION SECTION

Senator MONTOYA. I notice you have 20 staff members in the Card Preparation Section, and you are requesting three positions.

Mr. WELSH. Yes, sir. In the filing section, we have 34 positions and are requesting six more. It is simply to meet the increased workload.

Mr. MUMFORD. May I emphasize that point, Mr. Chairman, that in any great research library—and the Library of Congress is probably the largest—growth is inevitable if it is to fulfill its mission. This is certainly true of the Library of Congress, which has been serving the Congress, the Government, and the Nation—for over 169 years.

It must continue to acquire printed materials, and there are more publications being produced all the time. Naturally, it takes more manpower both to acquire, to catalog, and to organize these materials for use in order to service them. Steady growth is inevitable.

REVIEW OF COLLECTIONS

Senator PEARSON. Will the chairman yield? What planned system or mechanism do you have to review the materials you have and make a judgment that they are no longer necessary for the purposes of the Library and then dispose of those materials?

Selection Policy

Mr. Mumford. First of all, I would not wish to give an impression that we keep everything, Senator. We are selective in our acquisitions. We have spent much time over the years in determining and updating our acquisitions policy statements concerning the things we should acquire and those things that would not be of great value for reference and research.

When materials come in to us by exchange or are transferred from other agencies, they are gone over carefully to determine whether they would be of value for reference and research or whether they fill gaps in our own files.

Once a decision has been made, this material may be available today, or tomorrow, or 25 years from now. We do not have a regular process of attempting to weed the collection, because, if our original decision that this material was valuable for reference and research was correct, then it remains correct. We have made some studies as to how much material we could eliminate from the shelves if we systematically start through it. It would be a very small percentage, less than 1 percent, which would hardly justify the cost of changing all of the records.

We are not like a public library, where books become obsolete and can be discarded to make room for new ones. Materials for the Library of Congress are selected based on what will be valuable for reference and research purposes today or in the future.

Mrs. Hamer. As a national library, we are really a library of record. Insofar as books and other library materials are concerned, the Library of Congress more or less corresponds to the National Archives, which is responsible for preserving official records.

Mr. Lorenz. We have programs designed to reduce the bulk of the material such as our microfilm program, which has been successful in reducing large files of newspapers, for example, into a very compact form.

But I think the essential point, as Dr. Mumford pointed out, is the selective nature of the original acquisition, and many of our specialists in the Library spend a good deal of time reviewing materials for their significance to present and future research and reference utilization.

Senator Pearson. Thank you.

Backlog of Cards To Be Filed

Senator Montoya. The point I wanted to make, Dr. Mumford, is: Since you are requesting an increase in positions for these particular Divisions, I wanted you to furnish information for the record to reflect what your present output is in those particular Divisions and whether or not you have a backlog and, if you do, are these positions requested to take care of the backlog.

Mr. Welsh. Yes, sir. With respect to the positions in filing and reducing the serial cataloging arrearage, we do, in fact, have backlogs and do anticipate the receipt of materials in increasing numbers.

Senator Montoya. Can you be more interpretive of the backlog that exists?

Mr. WELSH. In filing, for example, we know precisely what each filer can be expected to file. As the material flows through the entire process, from acquisition to cataloging and to filing, we are able to determine the workload. We know that there has been an increase in cataloging of almost 100 percent from 1965, when we cataloged about 110,000 titles, to our current cataloging output in fiscal 1969, which was over 200,000 titles.

We know that increased cataloging results in an increased number of cards to be filed, and the number of cards to be prepared for filing. We currently have a backlog of 247,000 cards that need to be filed in the catalogs.

We have a management analysis of our work as it flows through the entire process. We know how much each filer can file.

Senator MONTOYA. Do you take into consideration the new equipment that you have been utilizing year after year?

Mr. WELSH. Unfortunately, in respect to filing, there has been no innovation, no breakthrough. What we are looking for is, hopefully, automation to solve some of the problem, and until such time as we can abandon the card catalogs, which we don't see in the immediate future, we will have to file the cards by hand.

CARD DIVISION AUTOMATION

In the Card Division, where the cards are sold, we do expect automation to have a tremendous impact upon the manual operations. It will reduce these operations and improve efficiency.

Senator MONTOYA. How many positions do you have now in this particular division which was stated a while ago and which I forgot?

CARD PREPARATION SECTION

Mr. WELSH. In the card preparation section, there are 20 staff members, and an additional three are requested. In the filing section, there are 34, and six more are requested.

MACHINE-READABLE CATALOGING

Senator MONTOYA. Now you are requesting 14 positions to staff the Machine-Readable Cataloging Office. Is this a new operation of the Library?

Mr. WELSH. Yes, sir; it is.

Senator MONTOYA. Explain what "machine-reading cataloging" is.

Mr. WELSH. Using the magnetic tape, the bibliographic information that is on the 3 by 5 cards can be read and handled by machine. For example, instead of going to the card catalog and looking for a particular author, you can retrieve the information from the magnetic tape. Instead of looking for a particular subject manually you can obtain a printout of what is available.

Senator MONTOYA. Is it assembled there by subject?

Mr. WELSH. No, but it may be retrieved by subject, author, title, place of publication, a great variety of ways.

Senator MONTOYA. What do you do; you put something in the machine, asking for what information you want?

Mr. WELSH. Yes.

Senator MONTOYA. And you have somebody there providing the input into the machine?

Mr. WELSH. Yes.

Senator MONTOYA. At the request of somebody who might be in the Library?

Mr. WELSH. For example, if you would want to find out what we have in the Library on economic conditions in Africa, you would put in your question by typewriter console, the store would be queried, and you would receive a printout of what material is available.

Senator MONTOYA. That comes out right away?

Mr. LORENZ. Yes. Fourteen positions are needed mainly to keypunch the bibliographic information which is now in card form into the machine-readable form. This is the manpower we need to get it from the printed basis to the machine-readable basis.

Senator MONTOYA. Are you asking for positions to service the input also?

Mr. WELSH. This is to service the input. As yet, we have no positions to handle output. We have to get the information in and then in a number of ways we can retrieve it.

Senator MONTOYA. What I meant: You certainly have asked for positions to take care of this updating, but you would also need positions to ask the machine to give you certain information?

RETRIEVAL OF INFORMATION

Mr. WELSH. Yes, sir.

Senator MONTOYA. When are you going to do it?

Mr. MUMFORD. We expect to do considerable development in this area during the next year, 1970.

Senator MONTOYA. You have some of those positions now, don't you.

Mr. LORENZ. This is still in the research and development phase and these are positions that are in the Information Systems Office, whereas the machine-readable cataloging program is now an ongoing service of the Library and we have transferred it to the Processing Department.

Senator PEARSON. Those are going to be expensive positions?

Mr. LORENZ. In the Information Systems Office?

Senator PEARSON. The readers.

Mr. WELSH. Not so far. We have them enumerated on page 11.

Senator PEARSON. Maybe I was mistaken. I was thinking in terms of what computer technicians get.

Mr. MUMFORD. We already have the people that do the research and development. That is included in the budget.

Senator PEARSON. They are in great demand.

Mr. MUMFORD. Yes, they are.

Mr. WELSH. If we look at page 20, we have the 14 positions identified, and the people who actually do the inputting, what we used to call typists are now called key-punch operators. There are five and the average annual salary is about $5,400.

Of course, we have another level of positions that do the editing of this input to make certain that what goes in is accurate.

Mr. REIMERS. You might mention these same machine records will be used in printing cards. We will have a single input instead of having one input for the printed card and a second input for the machine record.

Senator MONTOYA. This kind of service will expedite the servicing of requests at the Library by a great degree. Heretofore you have had to have personnel going for the cataloging and just to thumb through it.

Mr. WELSH. It will tell us more about the books than we have been able to get from the card catalog.

REFERENCE DEPARTMENT

JUSTIFICATION

Senator MONTOYA. For the Reference Department, you are requesting 28 new positions, and I ask that pages 38 and 39 of the justification be placed in the record at this point.

(The justification follows:)

Justification of new positions requested to meet increased demands for, and to provide additional capabilities in reference and circulation services, and to organize increasing amounts of material to make it readily available to readers.

General Reference and Bibliography Division:	
1 GS–7 reference librarian	$6,981
Geography and map division:	
1 GS–11 senior cataloger	10,203
3 GS–9 catalogers at $8,462	25,386
2 GS–4 library technicians at $5,145	10,290
2 GS–4 typists at $5,145	10,290
Total positions	56,169
Manuscript division:	
1 GS–13 manuscript historian (Negro Culture and History)	14,409
1 GS–9 manuscript cataloger	8,462
1 GS–9 manuscript librarian	8,462
Total positions	31,333
Orientalia Division:	
1 GS–9 reference librarian (Thailand)	8,462
1 GS–5 library technician	5,732
Total 2 positions	14,194
Serial Division:	
2 GS–5 library technicians (Government publications) at $5,732	11,464
1 GS–5 library technician (newspaper)	5,732
Total 3 positions	17,196
Stack and Reader Division:	
1 GS–6 tour leader	6,321
5 GS–5 senior deck attendants at $5,732	28,660
5 GS–3 deck attendants at $4,600	23,000
Total 11 positions	57,981
	183,854
Personnel benefits	14,244
Total 28 positions	198,098

Explanation of New Positions Requested

Senator Montoya. Will you explain why you have a need for these new positions?

Mr. Mumford. Basically, Mr. Chairman, as I indicated, growing collections and increased demands upon the use of them are the bases for these requests. I would like to ask Mr. Berry, who is director of the reference department, to elaborate upon that.

Mr. Berry. Mr. Chairman, our needs are perhaps not as dramatic as those expressed a moment ago, such as the development of new computer techniques. With the increase in complexity and size of the Library's collections—we now have well over 57 million pieces of material in the custody of the Library, and with increases in reader demands from within the Library, by telephone, by letter, and for service to other libraries throughout the country, we are continually faced by increasing work loads, and as I mentioned, by more complexity in handling the materials and the records of the materials.

Most of the 28 positions that we are requesting are related to these workload increases, either in the management of materials after they are received—serial materials, for example—or the service of the book collections to people who come into the Library, or in selecting materials for addition to the collections.

Geography and Map Division

In one or two instances, Mr. Chairman, we are asking for positions to do something by automation along the same line that has been described to you, such as in our geography and map division. We are attempting to use these new machine techniques for the control of the collection of over 3 million maps, one of the largest in the world.

We have not in the past had the kinds of traditional catalog card controls that we have had for the book collections. We are trying to use new machine techniques as a more efficient and a more rapid method of controlling these materials.

This accounts for the six positions in that Division.

Manuscript Division

In other divisions of the department, for example in the Manuscript Division, we are attempting to meet the continually expanding interests of scholars.

One position we are asking for in that Division is that of historian in Negro culture and history, a field which is developing. It is a field for which the Library fortunately has been collecting materials for many years. We have not had in recent years a person who could interpret these collections and make them more readily available to scholars through developing bibliographies and other finding aids.

Similarly the manuscript collection is another large collection of materials that have not been controlled traditionally by catalog cards. We are asking here for more people to work in the organization of this material.

ORIENTALIA DIVISION

In our Orientalia Division, we again are attempting to meet the expansion of scholarly interests in collections of the Library. In our coverage of different areas of the world we find, for example, we do not have adequate reference staff for one of the countries of Southeast Asia, Thailand. Also, we do not have enough people working with some of the special languages of the subcontinent of India, and are asking for a position to help our service of materials in those languages.

This is the sort of thing we have been asking for in the 28 positions for the Reference Department.

Senator MONTOYA. How many do you have now?

Mr. BERRY. We have 518 positions in the Department. This would be an increase of about 5 percent in the positions that we have.

REFERENCE DEPARTMENT WORKLOAD

Senator MONTOYA. At what rate is the work load increasing in this particular department per year?

Mr. BERRY. Well, there is no single method of determining this. One index that we can use to the work of the entire Department is the number of items served. This has been increasing over the years. We have, for example, for the past 10 years increased nearly 6 percent in circulation from 1,760,000 to 1,860,000 items. Perhaps an even more significant figure is the direct reference services that we give, which have increased about 20 percent over the period of a decade.

At the same time, as I mentioned, the collections of the Library have grown nearly 60 percent in this decade.

It is much more difficult for the reference staff to interpret and serve a collection that size than it is for a smaller collection. So there are a number of factors that apply to all of the divisions of the reference department but practically all of them have had similar increases.

Senator MONTOYA. Do you feel these new positions will take care of you for some time to come?

Mr. BERRY. As Dr. Mumford pointed out, the Library is a growing institution; the collections will continue to grow, the demands will continue to grow, and the needs of our divisions will continue to grow.

Many of these divisions would like to go into other areas of service for which there are needs so that we shall presumably be asking for additional positions in future years to continue to meet the everyday needs as well as expanding into other fields.

SUBJECT SPECIALISTS

Senator PEARSON. This is in reference to new subjects of importance. You mentioned Thailand. I know the State Department instituted a training program for specialists in Vietnam, 5, 6, or 7 years ago, two a year. Are you talking about the newly emerging nations in Africa, Asia, and so forth?

Mr. BERRY. Yes, Senator Pearson; this has been part of the experience we have had. The work with Africa, for example, has just been going on in the Library in a really comprehensive sense only during

the 1960's. We always have had an interest in this area, but we established a special group of the Library about 10 years ago to take care of the growing interest from scholars, libraries, and from the Federal Government agencies for these areas of the world.

Senator PEARSON. Do you have trouble getting new people to take these positions?

Mr. BERRY. We have been fairly fortunate in recruiting people with the language and area specialization. We have had some difficulty from time-to-time, but we have been fairly fortunate in getting the suitable combination.

CONTROL OF MAP COLLECTIONS

Senator MONTOYA. From your justification on pages 42 to 44, it appears that you have a serious problem in the organization and/or control of your map acquisitions. You went into it just slightly a few moments ago.

How does the MARC, that is, the machine readable catalog system, enter into the resolution of your problems in this area?

Mr. BERRY. Mr. Chairman, I mentioned that briefly in describing the project in the geography and map division. I have here a list of maps that is a specific example of what we have been doing, what we have been able to produce, using a magnetic tape record for maps.

That list is a full record, by author, of the new maps received and recorded during about a 3-month period early this year. We have been using computer techniques which have been so well developed by the information systems office to prepare these particular records in the MARC format.

From the basic record, which is an author record, we are able to draw out, for example, special groups of maps by subject or area. Here, for example, is one list of maps for New Mexico and one from Kansas. I just happen to have these.

Senator MONTOYA. You just happen to have these from your pocket?

Senator PEARSON. What would you do if somebody else walks in?

Mr. BERRY. I am ready for them! We could prepare lists from the computer file by any area that we are looking for, either for U.S. areas or foreign areas.

We also have a different arrangement of these maps by a classified arrangement, what we call our shelf list, or we can also list them by a subject approach.

REPRODUCTION OF MAPS

Senator MONTOYA. Do you reproduce these?

Mr. BERRY. We hope to, sir.

Senator MONTOYA. You don't have any reproduction process?

Mr. BERRY. Yes, sir, we do. We can make copies of the maps as long as they are not copyrighted, or we may refer readers to sources where they can buy copies.

We do have a reproduction service for these.

AUTOMATION OF MAP COLLECTIONS

Senator MONTOYA. How does the MARC machine or the system enter into the resolution of your problems in this area?

Mr. BERRY. Instead of going through the traditional printed card catalog technique, we are going directly from the map, into the computer record.

We are storing information about the map into a computer rather than in a card catalog.

We are then able to produce by computer these various printouts, these lists, that I have shown the committee.

Senator MONTOYA. The computer comes out with what kind of map it has?

Mr. BERRY. That is right, sir. It does not reproduce the map, but gives us a record of it.

Senator MONTOYA. And reference to it?

Mr. BERRY. Yes, sir.

Mr. LORENZ. This has national significance because our staff in the Geography and Map Division is working closely with the other map store, such as Army Map Service, and other major map collections in the United States, and again, all of the major libraries are looking toward this kind of leadership to help them in solving their similar problems.

GEOGRAPHY AND MAP DIVISION BACKGROUND

Senator MONTOYA. I think you ought to include a more comprehensive statement in the record as to what utilization can be made of this particular map service in the Congressional Library.

Mr. BERRY. We will be glad to.

Senator MONTOYA. And also what it encompasses.

Mr. BERRY. Well, Senator, some of this is included in the pages 42 through 43. Whether that would satisfy your need, or we can elaborate on it——

Senator MONTOYA. Well, I think it does. Yes, I think it does.

(The statement follows:)

The Geography and Map Division has a collection of over 3,208,000 maps and more than 30,000 atlases. In fiscal 1968, 138,400 maps and 1,444 atlases were added to the collections and 12,884 duplicate maps were removed. In volume and comprehensiveness, it is the world's greatest cartographic collection. With holdings more than ten times as extensive as those of even the largest non-Federal map libraries, the Geography and Map Division should be prepared to provide reference and bibliographic services unavailable elsewhere.

Since the creation 70 years ago of a special division for cartographic materials, there has been little change in the organization and treatment of single maps, which comprise about 45 percent of the total map holdings. For single maps, a filing and retrieval slip is prepared and affixed to the map or map folder, and the maps are filed in a classified area-date or area-subject date sequence. For more than 90 percent of the single maps, no catalog cards have been prepared. For example, in fiscal 1968 printed cards were made for only 338 single maps and temporary cards for an additional 2,000. It has long been apparent that better controls are essential for single maps. With the cooperation of the Library's Information Systems Office and a grant from the Council on Library Resources, Inc., a system for establishing computerized control over newly acquired (36,000 pieces annually), single-sheet maps is nearing completion, using a modified format of the Library's machine readable catalog system (MARC). Retrieval data include information on projection, prime meridian, dates, forms of reproduction, relief, language, indexes, and publishers.

The advantages of an automated system include reduced time for preparing reference letters, photoduplication estimates, and bibliographies, as well as the possibility of preparing book catalogs, cardform printouts and a magnetic tape subscription service which would serve as a vehicle for sharing the advantages of automated control with any of the 125 map libraries throughout the country who are interested in map information retrieval systems.

Six positions are requested to commence and continue this new program. *One GS–11 Senior Cataloger* is requested to serve as supervisor cataloger of the automated single map cataloging unit, and to edit and revise input sheets, in addition to supervising the single map files, deck, work areas, and staff. *Three GS–9 Catalogers* will be required to supplement the present staff of two catalogers available for single map cataloging, and to process and catalog the current single map accessions, which total about 36,000 yearly.

Two GS–4 Typists are needed to operate the machine used to convert the catalog data generated by the map catalogers into machine codes. They will also do preliminary sorting of single maps and will measure and scale them for the catalogers.

EFFECTS OF NEW POSITIONS

Senator MONTOYA. Assuming you are granted the new positions requested, will your arrearages in the work of this position be arrested or will you continue to increase the workload and necessitate more positions?

Mr. BERRY. The positions we have asked for are not sufficient to cover entirely the current intake of maps. We want to move slowly in this project to see that it is working well. With the three cataloging positions, for example, we would be able to produce records for about 10,000 or 11,000 of the new maps received every year.

We are receiving somewhere around 35,000 single maps so there is a gap. We are trying to work out a method of combining or consolidating records, where we can cover a group of maps with one single record in order to keep down the number of records that need to be prepared.

In addition, there are some 3½ million maps that are already in our collections. We have not started on these.

Mr. MUMFORD. And do not necessarily contemplate ever undertaking to do this.

Mr. BERRY. We are more concerned with the application of this technique to the newly received maps.

Senator MONTOYA. What would you require in order to maintain currency?

Mr. BERRY. I would imagine another three or four positions.

Senator MONTOYA. In addition to those you are asking for this year?

Mr. BERRY. Yes, sir.

Senator MONTOYA. Now, you mention that people on the outside can request copies of these maps from the Library. Do you sell them?

Mr. BERRY. We can sell photocopies. We will not sell the maps themselves. They are, of course, sold by their publishers. We either refer the inquirer to a source of a copy or, if they are out of print, then we can sell a photocopy.

Senator MONTOYA. Have you sold any?

Mr. BERRY. Yes, we sell some 2,500 to 3,000 photocopies of maps a year. We have a photoduplication service that makes these copies.

Senator MONTOYA. Well, is the charge that you make providing for proper amortization of the cost of the equipment?

Mr. BERRY. Yes, sir, it is.

ORIENTALIA DIVISION

Senator MONTOYA. Now, you are requesting one GS–9 reference librarian for the Orientalia Division, which requires a knowledge of library science, I suppose, as well as working knowledge of the Thai language.

What does a GS–9 pay? Can you find somebody for that salary requiring such qualifications if the qualifications are high?

Mr. BERRY. Yes, sir. The GS–9, of course, is about $9,300. We have been successful in this for other areas of Asia, for example, in hiring trained reference librarians or people with required language and subject area specialty.

We are most always able to get the combination of skills at either the beginning level of GS–7, or certainly grade GS–9. We should not have any difficulty hiring someone for this.

Mr. LORENZ. I might say, the wealth of the collections of the Library of Congress is attractive to many scholars who know that by working here they will be associated with probably the major holdings in their particular field of interest.

Senator MONTOYA. Do you keep these individuals or do they become experts and then move on to greener pastures?

Mr. BERRY. Both things have happened, sir. But we have an arrangement by which as they become increasingly proficient they may move up to a higher grade so that many of them have stayed with us over a period of years.

TOUR GUIDE: STACK AND READER DIVISION

Senator MONTOYA. You are requesting an additional tour leader for the Stack and Reader Division.

Please explain for the record how extensive the tours are and what are the tour hours, the evening hours; and if you have any other statistical data showing frequency of tours and number of people that visit the Library, you may go into that.

Mr. BERRY. Mr. Chairman, we now have three positions for handling the tours, both for the general tourists coming in and for such special groups as school groups, library groups, and so forth.

We provide regularly scheduled tours seven times during the day. We do not provide tours in the evening hours or on weekends.

LIBRARY OF CONGRESS TOURS

The tours cover the major points of public interest in the Library: the Main Reading Room, the exhibit areas, the special exhibits of historical manuscript materials, and any other points of public interest.

These general tours do not include the "behind-the-scenes" working operations of the Library.

There are other occasions when we have special groups of, say, library science students or librarians, who will be given longer tours that will take them into the working operations of the Library.

In fiscal 1968, some 28,000 people were given tours by the tour guides. In the year that has just ended, fiscal 1969, this number exceeded 32,000. So there has been a fairly significant increase in the number of people taking these tours.

Senator MONTOYA. Do you charge them for the tours?

Mr. BERRY. We do not, sir.

Mr. MUMFORD. We have approximately 1.3 million people coming into the Library in the course of a year, but not all take the guided tours.

READING HOURS OF SERVICE

Senator MONTOYA. What are the reading hours at the Library?

Mr. BERRY. For the general reading rooms, 9 in the morning until 10 at night. We do not provide stack service during that entire period, but the general reading rooms are open. The special reading rooms are open shorter hours.

Senator MONTOYA. Do you still have the newspaper reading section?

Mr. BERRY. Yes, sir.

PRESERVATION OF MATERIAL

Senator MONTOYA. Now, from the justifications on page 72, I take it you are planning to embark on a major research project in the preservation of deteriorating material.

Would you say the Library of Congress needs to conduct original investigations in the preservation of library materials? Original investigation is not in information already available elsewhere in the Government or private sector?

Mr. MUMFORD. No, sir, it is not. There has not been sufficient research done on the preservation of library materials.

Mr. Rohlf, who is Director of the Administrative Department, handles this activity.

Senator MONTOYA. You may proceed, and also explain what results from this research might become available to other libraries in the country.

PAPER PRESERVATION

Mr. ROHLF. Yes, Senator, I will try.

There was a recent meeting held in New York with representatives of the Newberry Library, which is a large research library in Chicago, the Morgan Library, New York Public Library, and other similar institutions. The conclusion of the paper and restoration experts was that research in the problems of paper preservation is at least 50 years behind research in art restoration.

Unfortunately, the paper industry has never given much attention to the problems of preserving paper.

As a result, research libraries have had a continuing problem with the paper that has been produced commercially during the last 100 years. Such paper is much less durable than paper produced during the 18th century and early part of the 19th century.

Some research on the problems of paper preservation has been conducted by one laboratory in this country with funds supplied by the Council on Library Resources. This laboratory is still in existence but the director who was responsible for the research program died 2 years ago. Although some work continues at this laboratory there are many preservation problems for which scientific answers are not available.

It is the opinion of many research library people that, among the many other things for which they look to the Library of Congress for leadership, this is one of the most pressing problems.

DETERIORATION OF PAPER

The National Bureau of Standards has done some work in this field but on a project-by-project basis. There is little continuity to the projects and there is no group of people assigned to a continuing program.

We feel that it is imperative, because of the serious deterioration of our collections—in many instances the paper is literally crumbling—that we have an independent research program on a scientific and long-term basis. Because of this, the Library of Congress 2 years ago embarked on a major preservation program. Paper is a major aspect of that program.

PAPER CHEMIST

We feel we should have our own chemist to decide what steps must be taken in paper preservation and how we can treat paper to make our collections—both the collections of LC and those of other research libraries in the United States—last longer.

Senator PEARSON. Are you talking about in-house?

Mr. ROHLF. Yes, we need a chemist who would do both pure and applied research. The results of such research would be available to the research libraries of the whole country.

As I have indicated, this is not a program in which we are going to try to duplicate efforts of others or to compete with others. Unfortunately, there are no similar efforts and yet this is a major problem. The problem is getting worse, not better. The paper companies have been approached but this is not their major concern.

PAPER RESEARCH LABORATORY

Senator MONTOYA. Do you envision having additional staff in the project?

Mr. ROHLF. Yes, sir, I am sure that over a period—a 3 or 4 year development period—the research laboratory should employ eventually a minimum of four or five persons but we want to start with one research chemist and see how it develops from there.

Mr. LORENZ. As with all of the research done at the Library, the results of this research would be publicly available to anyone interested in it. As a matter of fact, it is hoped that it will be noted by paper manufacturers.

Senator MONTOYA. What makes you feel that this research officer would be successful in doing something that perhaps industry or the private sector has not been able to do?

Mr. ROHLF. It is partly the fact that Mr. Barrow's preliminary experiments in research indicated there are some things that can be done.

We know, for example, in the matter of preservation, that paper last longer at low temperatures but there is no research to show what temperature is most efficient. If we drop the temperature to 20 degrees, is this for practical purposes just as good as putting it down to zero? Mr. Barrow's research was not extensive.

Senator MONTOYA. Who is Mr. Barrow?

Mr. ROHLF. The man who ran the laboratory in Virginia, and who is the only one that has done this type of research.

FACTORS IN PAPER PRESERVATION

Mrs. HAMER. Humidity is also an important factor in paper preservation, but additional tests need to be made.

Mr. ROHLF. We have identified 15 different paper preservation problems—all of which are quite technical and require basic research. I could read them off, if you wish.

What the scientists refer to as pH content of paper; the problem of fungicides; hot lamination techniques as opposed to cold lamination techniques, which is important as far as maps are concerned; and the problem of fiber and molecular bonding, a basic chemical question which has never been resolved in the making of paper; the effect of different types of adhesives on paper, and many more. These are technical avenues of approach and every one of them, and many others, merits examination.

I have given you some, but I have 15 different ones and I can put them in the record, if you desire.

Senator MONTOYA. All right. I am sure that if they are included in the record, they will be very elucidating.

Thank you, sir.

(The information follows:)

A PARTIAL LIST OF PROBLEMS TO BE INVESTIGATED BY THE PROPOSED RESEARCH OFFICE OF THE LIBRARY OF CONGRESS

1. The effect of high pH on the permanence and durability of paper.

Discussion: Although Barrow's research indicated that acid is often the culprit in paper deterioration, little is known about the effects of excess alkalinity. There is some evidence, however, that this too may adversely affect the longevity of paper. Research is required to establish safe limits of pH for paper.

2. Storage conditions for paper.

Discussion: Barrow's work indicated clearly the usefulness of low temperature storage in increasing the permanence of paper. However, the optimum humidity conditions for storing paper have never been fully investigated. A full program of research is required to determine the optimum humidity for paper storage and the relationships, if any, of humidity to temperature in the permanence of paper.

3. Specification for permanent/durable paper.

Discussion: The original specifications for p/d paper, developed by W. J. Barrow, need revision and testing. They should be regularly revised to keep abreast of net developments in paper manufacture and refinements in testing methods and procedures.

4. Nature of the cellulose molecule.

Discussion: Our knowledge of the causes of paper deterioration and the identification of the most effective methods of preserving paper would be substantially advanced if more were known about the chemistry of the cellulose molecule. This is an area of basic research which has not received sufficient attention. Useful answers undoubtedly will require a long-range research program, with both concurrent and successive parts.

5. Effect of temperature on paper deterioration.

Discussion: Although Barrow research indicated that low temperatures increased the permanence of paper there remain unanswered questions. For example, one should know whether decreasing the temperature at which paper is stored increases the permanence of paper in a straight line relationship, or whether there is some point at which longevity is increased very slowly if at all as temperature is further decreased. Problems associated with returning paper from low temperature storage areas to normal temperature areas need to be investigated. Also the precise increase in permanence with decreases in temperature needs to be more fully measured and substantiated.

6. Evaluation of various deacidification processes.

Discussion: Interest in the problems of paper deterioration has produced several suggestions for deacidification treatment. To date, none of these has been evaluated, although at least three processes (not Barrow processes) are in current use. These need to be tested for effectiveness as well as (in two cases) for toxicity.

7. Evaluation of 15th and 16th century papers.

Discussion: Our knowledge of these papers and their characteristics is very limited. Peter Waters of England has recently suggested that a comparative study of materials in English libraries and the same materials in the Library of Congress, in conjunction with a laboratory evaluation of such papers, would be exteremely useful in determining why these papers show such a high degree of permanence.

8. Factors in paper deterioration.

Discussion: Largely as a result of Barrow's work, acidity in paper (with alum-rosin sizing as the principle agent) has come to be considered as the major cause of paper deterioration. However, the effects of light and of contaminated atmosphere (SO_2) are known to be important factors in paper deterioration. Both laboratory and comparative studies are needed to indicate the relative importance of these several factors as well as their interaction, if any.

9. Fibre to fibre and molecular bonding in paper.

Discussion: Too little is known about the chemical and physical processes which occur in the formation of paper, as well as about the effects of hydrogen bonding on the strength and durability of paper. This is a complex problem with several facets each of which requires a major investigation.

10. Wetting of paper.

Discussion: There is evidence that paper strength is increased when paper is wetted. More work is required to determine the nature and magnitude of this effect and the possible usefulness of chemical wetting agents in increasing paper strength.

11. Adhesives.

Discussion: Paper conservators and bookbinders have a number of questions about adhesives. We need to know more about the properties (aging characteristics, flexibility, tack, etc.) about many natural and synthetic adhesives. Even the properties of such a basically simple product as wheat paste are the subject of disagreement among conservators.

12. Bleaching.

Discussion: Here too conservators have many unanswered questions. A carefully controlled investigation of bleaching chemicals and techniques is needed.

13. Fungicides.

Discussion: Again there are questions regarding the effectiveness of various fungicides, which only laboratory investigations can answer.

14. Improved deacidification techniques.

Discussion: Proven deacidification techniques are slow and therefore costly. They cannot be applied to books in bound form. Current research at the University of Chicago (sponsored by CLR) may or may not be generally useful although at this time, there are some indications that the procedure may be useful only for certain types of materials and under certain circumstances. If this, in fact, turns out to be the case the discovery of a general mass deacidification technique will have continued to elude us. We need further studies to determine whether mass deacidification techniques are ever likely to be feasible or whether other techniques for strengthening deteriorating paper are possible.

15. Hot lamination techniques.

Discussion: The Barrow laminator has helped preserve thousands of documents. At the same time there is both theoretical and observed evidence that the Barrow machine may, under certain conditions, damage documents. A study is needed to evaluate the extent to which documents are damaged by Barrow lamination and whether there are desirable modifications in machinery or in techniques.

16. Cold lamination techniques.

Discussion: Under some circumstances, cold lamination techniques may be preferable to Barrow lamination, but an investigation of adhesives and of other techniques for laminating documents is required.

AUTOMATION

Senator MONTOYA. The next major item in the appropriation is automation, for which you are requesting $1.6 million, the same as last year.

How much has been appropriated and expended on this item since its inception?

Mr. ROSSITER. $3,695,000.

Senator MONTOYA. As I read the justification on pages 78 and following, it appears that the possibilities for using computerized equipment in the Library are endless, and one development would open the door to others; is that right, do you agree?

Mr. REIMERS. They are not exactly endless, sir.

Senator MONTOYA. You mean to tell me that you envision an end?

CENTRAL BIBLIOGRAPHIC SYSTEM

Mr. REIMERS. What we are mainly concerned with are two large areas. One is the area of the central bibliographic system for the Library of Congress, which is a large project but has a finite end. The purpose of this is to automate those processes which have been mentioned before, the processes of ordering and receiving books, and applying to them the proper cataloging.

We are not talking here about doing the intellectual work. We will still require catalogers, but by introducing automation we can keep track of books, we can supply certain machine-aids to the catalogers which will make their work more efficient, and most important, we will be able to use and exploit our collections much more fully.

This work began as a result of studies which began in the early 1960's in the Library of Congress on the use of computers in the central bibliographic system.

The Council on Library Resources in 1961 made a grant to the Library for a study of automation in the Library of Congress. This study was published. A group of computer experts and librarians studied the central bibliographic system and made a report called *Automation and the Library of Congress*, which was published in 1963.

As a result of this, the Information Systems Office was established to carry forward the program.

MARC FORMAT

MARC has been mentioned. This began late in 1965, as a result of a great deal of interest on the part of many libraries in obtaining in machinable form the bibliographic output of the Library. We have had the two large efforts, one for the internal application of automation to the Library of Congress and the other for the use of this automated information by other libraries.

Both of these are now coming together. We are now looking toward the creation of an initial record in the Order Division, which is the first place that we record information about a book, and the first place where we can put the information into machinable form.

This information would then be carried through the cataloging process in the most practical way until we get to the point where the MARC editor operates. Instead of keyboarding all records, the MARC editor would use the keyboard strokes which were made earlier in the process.

We may not decrease personnel but at least we hope to prevent the great increase of personnel in this bibliographic process that would be inevitable without automation.

EFFECT OF AUTOMATION ON PERSONNEL

Senator MONTOYA. That is the question I was going to lead to. Computerizing a library will not effectuate a reduction of personnel or the need for less personnel, which is it?

Mr. REIMERS. It will not decrease the need for additional personnel. But one of the large studies which was completed about a year ago under contract, looking toward the development of such a system, projected what would happen if we didn't automate, and we have some figures on the number of operational personnel that would be necessary. Workloads were projected to 1980.

Senator MONTOYA. Who prepared that?

Mr. REIMERS. That was prepared under contract by Hamilton Standard Division of United Aircraft. This was a group primarily of machine experts with skills that we did not have available in the Library.

Senator MONTOYA. How much funding will be required in the next few years to satisfy your computerizing needs in the Library?

Mr. REIMERS. Sir, the costs of the central bibliographic system as projected by this study came to a total of $38 million, of which $17 million was for computer hardware itself, $11 million for software or programing, and about $8.7 million for the conversion of records.

CONVERSION OF RETROSPECTIVE CATALOG RECORDS

We anticipate here the conversion of a very large number of records in order to support the central bibliographic system.

As we mentioned, at the present time the only records we are putting into machinable form are for those titles which are currently being cataloged. For a viable system we would have to go back and convert old records.

COST OF TERMINALS

At the present time, we have two contracts underway. One is to look at the development of terminals. This original report estimated the cost of the terminals at about $40,000 each. This was a large item in the cost estimate. A second report, which was completed in 1968, estimated the cost of the terminals at $10,000 each. This is a reduction by a factor of 4. Terminal technology is moving forward at a rate where costs will decline by at least another factor of 2, which should cut the estimate in half, using technology presently being developed.

We are not looking forward to developing any hardware specifically for the Library of Congress. We are following closely technical developments in regard to terminals, in regard to computer main frame equipment, and also in regard to large memories. We would use products being produced for other uses, so that we have included no estimates for the development of new equipment.

AUTOMATION EXPENDITURES

Senator MONTOYA. How much have you expended in computerizing the Library up to now? And how much do you envision to be the future requirement and over what period of time?

Mr. ROSSITER. I can only speak to the current fiscal year 1970, in which we are requesting $1.6 million.

Senator MONTOYA. Don't you have a program, a projection for future years?

Mr. MUMFORD. This would depend greatly, Mr. Chairman, upon how many of the old records are converted. Mr. Reimers said we could do all old records; if we do all old records it would be a large undertaking.

Senator MONTOYA. What are you looking at right now?

Mr. MUMFORD. We are looking right now at the current cataloging and for 2 years back. We are requesting foundation funds to experiment and to explore conversion of materials cataloged during the last 2 years. On the basis of that experiment, we would need to make a decision as to whether we request funds to go for a 10-year period or how far back, so it is relative, depending on what degree we will undertake to convert the old records.

Senator MONTOYA. Presently, you are expending at the rate of approximately $1.5 million a year?

Mr. MUMFORD. Yes, sir.

Senator MONTOYA. Is it your plan to continue at this rate of expenditure until you fill the need for computerization?

Mr. LORENZ. As a result of the present research and development that is being done, Senator, we feel that we are progressing at a sound rate at the present time and in 1970, based on the development of equipment as it is coming along.

However, we feel that in fiscal year 1971, we will be ready to take a more advanced step in terms of speeding up the process of automation being applied to the Library of Congress.

COST OF COMPUTERS

Senator MONTOYA. Well, are these computers on lease to the Library?

Mr. ROSSITER. Yes, sir.

Senator MONTOYA. What is to prevent the companies from increasing the rental?

Mr. REIMERS. The cost of computation is decreasing, as a matter of fact.

Senator MONTOYA. The cost of computation is always there.

Mr. REIMERS. Yes. Also, the new technology, microelectronics, is reducing costs specifically in maintenance.

Senator MONTOYA. What does the rental of equipment cost you now?

Mr. REIMERS. The rental last year for the automation of bibliographic and related activities was approximately $165,000. Next year this will increase as a result of programs going forward and I am talking now about only bibliographic automation activities as opposed to the administrative activities of the Library. We are requesting $416,000 for the rental for equipment to be used for bibliographic control.

Senator MONTOYA. From 165 to 416?

Mr. REIMERS. It comes to $200,000 to $416,000. Some of these costs cannot be exactly allocated. It depends upon whether elements of cost should be attributed to administration or to bibliographic automation. We are careful to increase the equipment rented only when programs require additional capacity.

Senator MONTOYA. As you increase computerization in the Library, you also increase the rental requirement.

Mr. REIMERS. Yes, sir; we do.

Senator MONTOYA. So that right now they are at 416, did you say?

Mr. REIMERS. For this current year we are requesting $416,000 for the augmentation of computers.

Senator MONTOYA. That is on the basis of a $3 million expenditure for computerization?

Mr. REIMERS. Yes, sir.

Senator MONTOYA. If you add $1.6 million more, in round figures, that would be $2 million, and then you would have to almost increase the rental by two-thirds?

Mr. REIMERS. These costs will increase, sir, but they will not increase at the same rate. As we proceed into larger equipment, we obtain economies of scale. Larger equipment operates more quickly and more efficiently, so it is not a linear relationship.

Mrs. HAMER. That figure is not added on to the $1.6 million, but included in it.

Senator MONTOYA. It is?

Mrs. HAMER. Yes, sir; this is the base.

Senator MONTOYA. But you will require more expenditure for rental of equipment?

Mrs. HAMER. Yes, sir.

Senator MONTOYA. As you extend the operation?

Mrs. HAMER. Yes, sir.

REDUCTION OF EMPLOYMENT

Senator PEARSON. You don't see any reduction of employment in relation to any of your automation, do you?

Mr. REIMERS. The study actually showed reduction of employment. For example, if we can go to a completely mechanized file in a large memory, which would contain, in effect, our present catalog, the people required for preparing cards for filing into the catalogs and the people that actually do the filing would not be required.

We would have access to the central bibliographic file by means of terminals rather than by card files or by means of book catalogs produced from the central bibliographic store.

Since a large number of the clients of the Library come to the Library knowing the author and title of a book, they might as well use book catalogs, just as you don't call information every time you want to find a telephone number.

This same central bibliographic store could also, in the future, be addressed by other libraries throughout the country by teleprocessing.

We are again looking toward the development of a true library network.

We are considering, for example, the large costs of conversion of our old records. We have this year done a study and to some extent the results of this study look promising for the use of optical character recognition equipment to read the old catalog cards and put them into machinable form.

We are continuing to look at the technology. As the technology advances, we take advantage of these advances and we intend to move forward no faster than the technology is moving.

Mr. MUMFORD. In addition to providing quicker and better access to information in catalogs, automation should in the long run result in economies over what manpower would be required to handle ever-increasing growth of the Library.

In other words, I think it should provide the means of better control, of controlling larger masses of material than would be possible in years to come through the manual way.

Senator PEARSON. Let me ask another question. Well, someone wants to offer something.

Mr. WELSH. I would like to offer one illustration of real savings. These publications I have here, of which there are hundreds of volumes published, are now prepared by taking 3 by 5 cards and by laying these cards out on a piece of cardboard, taking a photograph, and reproducing these pages.

When these cards are all prepared by the computer and prepared in machine readable form, a simple program does the alphabetizing now done by people. Right now we have to have people go through and arrange them in whatever order they want them in the catalog. The computer will do that.

So we will reduce drastically the cost of producing the book catalogs, which is one of the major bibliographic tools.

ESTIMATED SAVINGS

Mr. REIMERS. The study which was prepared last year projected the workload forward to 1975 and 1980. And estimated savings in 1975 of 329 people. These were people who would have to be included in increases in staff if automation were not instituted. It would also produce a saving in space of about 17,000 square feet and a saving in annual cost of $4.2 million.

This, in itself, does not justify complete automation. I don't like a pay-out time this long. But on the other hand, there is another situation in which we can look at the effect on other libraries, and this shows that if we were not to automate, our time for processing and for furnishing cards to other research libraries would increase. A mathematical model showed the effect on major research libraries in the United States. It was assumed, that if a research library does not receive a card from the Library in a given period of time, it will do cataloging of its own because it must make the books available to its users. At present, our average time from the receipt of a book to distribution of a printed card is about 8 weeks. If our time deteriorated to 10 weeks, there would be an additional annual cost to the large research libraries of about $2 million. At 20 weeks there woud be an annual estimated loss of approximately $20 million. This would be additional work that would be undertaken by other people.

On the other hand, if we could decrease this time, we would nationally be able to realize some savings. For example, if we could reduce this time to 5 weeks, the national saving would be about $2 million a year.

Senator MONTOYA. To the other libraries requesting the service.

Mr. REIMERS. Yes, for libraries outside requesting service.

LEGISLATIVE REFERENCE SERVICE AUTOMATION

Mr. JAYSON. I want to tell you what automation has meant in terms of efficiency to the legislative reference service in one instance.

As you know, our bill digest staff summarizes every one of the public bills as soon as possible after they are introduced, and at the beginning of each session, there are literally thousands of bills dropped into the hopper.

It takes our staff quite a while to get up-to-date with these summarizations and all of the other information that goes into the bill digest. If you are familiar with our publication, you know that we publish an issue of the bill digest every 2 weeks; there are two or three supplements and then a cumulative edition, followed by additional supplements and other cumulative editions.

I have here Cumulative Edition 3, which was prepared at the end of April, during the First Session of the 90th Congress. This was prepared without the assistance of automation.

We have now automated the *Digest*. We now put its content into the computer through tapes and it is edited through tapes. Cumulative Edition 3, covering the first session of the 91st Congress, came out at about the same time of the year and was produced with about the same size staff. The unautomated issue had some 700 pages and included some 10,000 digests. The automated edition, produced with the same staff during the same period of time had 1,000 pages with almost 14,000 digests.

That is a very considerable improvement in terms of time and production and in terms of getting a more compete volume into the hands of congressional offices quickly, a definite savings of well over 30 percent.

It does not reflect any direct savings in terms of payroll, but the increased efficiency of the operation is very marked here.

Senator PEARSON. Let me ask you this question, Mr. Chairman.

(Discussion off the record.)

Senator MONTOYA. On the record.

BOOKS FOR THE COLLECTIONS

Senator PEARSON. I see in the summary that in acquiring general books and law books, $980,000 for acquisition, and I don't know where I got the idea, probably just one of the bits of information I pick up, that the publishers provided the Library of Congress with a book or copy that you require.

Mr. MUMFORD. That is for American imprints, Senator Pearson. Anything that is registered for copyright, the publisher is required by law to deposit copies.

Senator MONTOYA. To you?

Mr. MUMFORD. That is right.

Senator PEARSON. At no charge?

Mr. MUMFORD. That is right; the Library doesn't pay for these materials. But it is only a part of the acquisition of the Library. In the course of the year books are being published in this country that are not copyrighted. They have to be purchased.

ACQUISITION OF FOREIGN MATERIALS

Foreign books also have to be purchased.

Senator PEARSON. Can we work out any treaty arrangements so that we can have an exchange?

Mr. MUMFORD. We have nearly 25,000 exchange agreements, for the most part with governmental institutions around the world whereby they send us official publications and we send them, in turn, U.S. official publications, but that still leaves an enormous amount of trade publications that cannot be obtained by exchange.

Senator PEARSON. Well, the lawbooks at $140,000. Are they foreign?

Mr. MUMFORD. About 67 percent of the appropriation is spent on foreign materials. This money is used when we cannot obtain the material by exchange or we do not receive it through copyright.

Senator PEARSON. Have you given any thought to any possible legislation whereby we could require contributions to the Library of Congress of those publications you would like to have which you are now required to purchase?

Mr. MUMFORD. I don't know how you could require a foreign publisher to give us his material.

U.S. TRADE PUBLICATIONS

Senator PEARSON. I am talking about publishers in the United States.

Mr. MUMFORD. Well, in the United States, we receive them, of course, by virtue of the copyright law and I don't know that you could compel a publisher, if he does not copyright his book, to give copies to the Library of Congress.

This is not a large segment, Mr. Pearson. I don't mean to magnify it, but we may have to purchase additional copies also.

In the case of recent books that are in great demand by Members and committees of the Congress, or executive agencies, two copies may not be sufficient to serve the purposes and we may have to purchase some additional copies.

SUBCOMMITTEE RECESS

Senator MONTOYA. I think the subcommittee will stand in recess until 2 o'clock this afternoon. We will assemble in the same room at 2 p.m.

(Whereupon, at 12:15 p.m., the subcommittee was recessed, to reconvene at 2 p.m. the same day.)

(AFTERNOON SESSION, 2 O'CLOCK, TUESDAY, JULY 15, 1969)

LIBRARY OF CONGRESS

STATEMENT OF L. QUINCY MUMFORD, LIBRARIAN OF CONGRESS—Resumed

SELECTIVE DISSEMINATION OF INFORMATION SYSTEM

Senator MONTOYA. The subcommittee will come to order.

I believe we were on computers this morning when we recessed and I would like to ask this additional question: What is the Selective Dissemination of Information System which is now being tested and which is expected will be extended to the Congress in fiscal 1970?

Mr. JAYSON. Let me begin by giving a little background of what we are doing in connection with our own researchers to keep them up to date. As you know, Mr. Chairman, congressional research requires that our researchers be right up to date in all fields of their specialties because the Congress needs the most current material and research information which is most timely.

For a number of years, we have had a staff of six or eight people known as bibliographers whose main duty is to read a representative group of newspapers every day, to read several thousands of magazines that are subscribed to by the Library, and by the LRS, who read publications coming out of the Government Printing Office, who read publications coming out of the State governments, who read publications coming from research organizations, educational organizations and the like.

Senator MONTOYA. How many of these people do you have?

Mr. JAYSON. At the present time there are nine of them.

Senator MONTOYA. In your particular branch, but do you have these same people in other branches of the Library?

Mr. JAYSON. I can't answer specifically. I believe not.

Dr. MUMFORD. Not doing the same thing.

Senator MONTOYA. Not the same thing, but almost parallel assignment.

Mrs. HAMER. No, sir, not Selective Dissemination of Information.

Mr. JAYSON. As they read the publications, they prepare a library catalog card manually in which they indicate what the particular article or particular book is about. They know the various fields of interest of each of our researchers, so, for example, if in the Sunday New York Times Magazine, there is an article on rising construction costs or increased mortgage interest or banking in Egypt, they will prepare a catalog card indicating the author of the article, the title, and where it appears, and maybe a sentence or two indicating what the article is about.

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PRINTOUT BIBLIOGRAPHIES

Thousands of these cards are produced over a period of a year, and each week each researcher gets a package of cards representing the most recent publications and writings in his field of interest; they match what is known as his profile of interest.

The information that was set forth manually on the cards is now being put on tapes and into our computers. The phrase "Selective Dissemination of Information" describes this entire process when the computer is used. Each researcher will now be kept up to date in his field of interest through the computer printout and the dissemination of these entries giving the information about the latest publications.

I can show you here how it works on the computer because we have been moving into the operation for our own researchers and hope later to extend it to the Congress.

May I come to your chair to show it to you?

Senator MONTOYA. Surely.

Mr. JAYSON. Instead of manually preparing a card, the bibliographer has the information typed into the machine. These items that I am showing you now comprise the entry that the bibliographer makes.

Senator MONTOYA. Read one sample.

Mr. JAYSON. This is a heading called, "Economic Development, Southern States," and the first entry under it is the author's name, and then the title of the item, "Cooperatives and Poor People in the South."

The entry shows that the document was published by the Atlanta Southern Regional Council in 1969 and consists of 31 pages. Following are various subheadings under which the item is cross-referenced, such as "cooperative societies," "Negro developments," and so forth. The machine will produce this listing which I have been showing you here, this volume, with the subject headings arranged alphabetically. We have a similar printout of author headings arranged alphabetically.

BIBLIOGRAPHIES FOR LRS RESEARCHERS

Now this is the printout which covered our entries from May 5 to June 29, approximately 2 months. This includes everything our bibliographers read during those 2 months. What happens next is that the computer matches up particular items to the particular subject interests of each researcher. For example, here is a researcher who is interested in certain aspects of economics.

Here are the subjects which she is particularly interested in. An item is cited, for example, under the heading "International Trade." It gives the author, Walter Ingo, and the coauthor, Werner Clark, and the title is, "Nontariff Barriers and the Free Trade Area Option." It gives the title of the magazine in which the article appeared and then gives a sentence indicating what it is about. Following that are the cross-reference subject headings.

Each week a researcher receives his particular printout and browses through it and sees which articles he wants. He can then call for the articles and read them or he simply files this printout away for future use, so that if he has an assignment relating to one of the subject headings, the citations are already at hand.

Senator MONTOYA. What do you mean by, "researcher," one within the Library complex?

Mr. JAYSON. One within the Legislative Reference Service. In connection with a request or inquiry he may receive from a Member of Congress on any of these subjects, he can look for raw material through these citations.

Now, we have been moving forward in this process on a selective basis, on a pilot basis. We are at the present time providing printouts such as this to each researcher in two of our 10 divisions, our Economics Division and our Education Division. Before the end of this calendar year, we expect to provide this same service to all researchers throughout LRS. Each week they will get a readout prepared by the machine of the latest publications within their particular fields of interest.

SERVICE TO MEMBERS AND COMMITTEES

During the next calendar year, we hope to extend this further, on a pilot basis. We will approach one or two committees of Congress and offer them this service, and see whether it is useful to them, and then after that we will offer it to a few Members of Congress, also an a test basis. Thus, if you are interested in tobacco, or if you are interested in farming, or any other subject, you can give us your profile of interest, which would be done by selecting maybe 15 or 20 subject headings which are included in our data, and every week you would receive a printout of the latest publications in those subject areas. As I say, the item cited may be a newspaper article or it may be an article in a magazine or a book arriving in the Library.

SELECTIVE DESSEMINATION OF INFORMATION

Then you or your staff can be right up to date on what is happening in that field. This is called, "Selective Dissemination of Information," or "Current Awareness," or "Profiles of Interest."

Senator MONTOYA. Now, who selected this name? It is quite a tongue twister to start with.

Mr. JAYSON. I have found that the people involved in the technology of computers have a jargon of their own and I think they use the words, "Selective Dissemination of Information."

Mr. REIMERS. Sir, "SDI" is a term commonly used.

Senator MONTOYA. SDI?

Mr. REIMERS. Selective Dissemination of Information, sir.

Senator MONTOYA. SDI

You mentioned that this was in the pilot stage insofar as the Legislative Reference Bureau was concerned. With the new funding you intend to expand it so that it will provide, so it will graduate from the pilot stage?

Mr. JAYSON. Within the current year we will extend the service to all of the researchers in LRS and during the next calendar year we will extend it to the Congress on a pilot basis with selected committees and members.

Senator MONTOYA. Will you do it during the current fiscal year?

Mr. JAYSON. We hope so. If it succeeds, then we will offer it to the Congress as a whole on a full basis because it is just an extension of a service we are providing for our own staff members.

Senator MONTOYA. Is this what you mean by "computer support"?

Mr. JAYSON. It is one element of our contemplated computer support for the Congress.

Senator MONTOYA. Well, who can develop the other aspect of computer support for the committees in the Congress?

Dr. MUMFORD. That would be part of Mr. Jayson's presentation on the Legislative Reference Service.

Senator MONTOYA. What does it involve? That is besides what you have spoken about.

DIGEST OF PUBLIC GENERAL BILLS

Mr. JAYSON. I mentioned this morning that we have been putting our *Bill Digest* on the machine. In that way we are now developing a considerable data base, including abstracts of bills introduced in each session of Congress, legislative history as each bill moves forward because that is included in the *Bill Digest*, and it contains also a sponsor index; so if Senator "X" wants a list of all bills he sponsored during the first session of the 90th Congress together with their legislative history the machine would print it out very quickly.

LEGISLATIVE STATUS REPORT

As an extension of the *Bill Digest* operation, we began during the past year to distribute to Members of Congress on a monthly basis a publication know as the "Legislative Status Report," which identifies and abstracts the 200 or so major bills that are pending and gives their present status in the Congress. That also is prepared with the aid of our computers.

Senator MONTOYA. That is on a selective bill basis?

Mr. JAYSON. Yes. We select what we believe to be the 200 bills that are going to receive or have received action, those that have received most public attention, those that are included in the administration's program and the like. I think you are familiar with it?

Senator MONTOYA. Yes.

Mr. JAYSON. In the front of the "Legislative Status Report" there is a check list or box score which tells you at a glance exactly the status of the bill, whether it has been reported by a committee, whether hearings have been held, whether it has been passed by one house, and so forth. This is prepared with the assistance of computers. This past week we began issuing this checklist more frequently.

The "Legislative Status Report" is published monthly and some members feel there is too far a spread between issues. We are now preparing and distributing the check list section on a weekly basis with the hope that the offices will find that useful.

COMPUTER ASSISTANCE TO CONGRESS

In addition to these uses of the computer in our service to Congress, we are moving toward assistance to committees in regard to their calendars. We began with the House Banking and Currency Committee, which requested us to design, in cooperation with their staff, computer support for the preparation of their legislative calendar.

What we have done is to provide them with a terminal which is connected to our computer. They put every entry of their legislative calendar into the terminal. The terminal, at command, will print out everything that is entered and that print-out can be sent off to the Government Printing Office for publication.

This is a sample of the first issue of their computerized calendar. I understand it has resulted in fairly substantial savings in printing costs.

COMPUTER PRINTING

Senator MONTOYA. Before you go further, I want to develop this on the basis on which it was explained to me when I went through your operations.

You have a computer input direct to the Government Printing Office, do you not?

Mr. JAYSON. No, not as yet. We are going to have it with our *Bill Digest.*

Senator MONTOYA. Is that contemplated?

Mr. REIMERS. What is contemplated is that we would furnish magnetic tapes from our computer which can be sent to the Government Printing Office to be used to drive their Linotron to set the information into type form.

Senator MONTOYA. Are you doing it?

Mr. REIMERS. We are not yet doing it.

Senator MONTOYA. What are you doing by way of utilizing your computerization for the Congressional Library to facilitate printouts at the Government Printing Office?

Mr. JAYSON. Nothing yet, but the Linotron insert procedure Mr. Reimers spoke about will, we hope, be operational along about this December or January of next year so that the *Bill Digest*, which we discussed this morning, will then be published that way.

Mr. REIMERS. At the present time, we are recalling the information from the computer onto terminals and we then furnish the printout to the Government Printing Office where a photograph is made of what is in effect the output of the computer. This is then printed.

In the future, we will bypass this rather time-consuming printout at the terminal and send the magnetic tape directly to the Linotron.

Senator MONTOYA. Do you intend to do it within the course of the next year?

Mr. REIMERS. Yes, sir.

Mr. JAYSON. The *Bill Digest* will be published completely through the tapes, each volume.

Senator MONTOYA. That eliminates the manpower?

Mr. JAYSON. It provides, as I understand it, a cheaper printing process.

Senator MONTOYA. You don't know yet.

Mr. REIMERS. This will cut down on the number of hours that the terminals are used because we won't be using them for output but for input only.

Senator MONTOYA. All right.

CURRENT INFORMATION ON LEGISLATION

Mr. JAYSON. I should add that as a result of our gathering and putting into the computer the bill status information which is now included in the *Bill Digest*, as well as in our Legislative Status Report and our weekly Check List, we are providing a computer data base for answering inquiries about the current status of all public legislation. We think we can easily extend this to an added service for Congress. We are exploring the possibility of extending it as a new service for the membership. A Member will no longer have to telephone the clerks of the various committees if he wants to find out the status of a particular bill. He could call LRS and we would know immediately from the computer what the status is. It is practical and it would be especially up to date if other committees adopted the same computer system for the preparation of their legislative calendars.

Senator MONTOYA. What other aids do you envision during the course of this next year, do you think, for computer support?

Mr. JAYSON. We have found you have to go slowly as you develop these systems. We have had inquiries from other committees about preparing their calendars through our computer. We are now assisting the House Judiciary Committee in the development of a system similar to the House Banking and Currency Committee. We have had inquiries from other committees and we have had a number of discussions with other offices on the Hill and are exploring other applications.

Senator MONTOYA. Off the record.

(Discussion off the record.)

Senator MONTOYA. On the record.

STUDY OF COMPUTER USE FOR CONGRESS

Mr. JAYSON. The House Administration Committee is now engaged in hearings and is undertaking a study which is being supported by staff from the General Accounting Office, the Library of Congress, and the Clerk of the House, as to how the use of computers may be beneficial to the Congress. It will be an exploration of the potential benefits of automation to the Congress, to the individual members and to committees. After a full exploration then presumably the House Administration Committee will take steps to draft appropriate legislation to provide for the application of automatic data processing for the Congress.

There are other incidental ways in which this can help. For example, in connection with the preparation of the Legislative Status Report, we are now contemplating adding a section which will list latest congressional publications, indicating what hearings have been

printed during the past week, what committee reports have been published, what congressional documents have been issued, and so on. There has been a considerable number of people asking us to prepare such a list on a regular basis.

Since our bibliographers are examining these materials and putting their titles into our computer anyway, we can easily print them out and include the list in each issue of the status report.

Congressional Files

Senator Montoya. What facilities do you have at the Library to undertake giving advice and counsel to the different offices here in the Congress with respect to updating their filing system or developing a uniform filing system for the different congressional offices?

Dr. Mumford. The Office of the Secretary of the Library has for a number of years given advice on the best ways of organizing files and for the purposes for which they are used, so we are prepared to give advice on that.

We don't have the manpower to go in and actually do the work if they are very extensive files, but we can give helpful advice.

Senator Montoya. Have you made a study of any of the filing systems here in Congress?

Dr. Mumford. The Secretary of the Library and her assistants who worked on these have. I am not familiar with them personally. I suppose they vary from office to office.

Mr. Lorenz. I am quite sure there is a standard system that this staff recommends, whether or not it will be adopted.

Senator Montoya. I have been hearing from quite a few Senators indicating difficulty in establishing a filing system which will expedite location of files and different materials filed therein. I was just wondering whether we have an answer.

Paperwork Management

Mr. Rohlf. May I speak to that? The Secretary of the Library's Office has two paperwork management analysts and has established over a period of time a standard group of subject headings which they have found to be valuable in legislative work. Their file organization considers the types of requests legislators get and the manner in which they come in. These analysts will review a Senator's or a Congressman's files in his office and suggest how the files be arranged and the headings to be used.

Upon request they will then follow up and review these with the Senator's or the Congressman's staff. If they are requested to do so, they will establish the file organization. The services are available upon request. We do not, in effect, come in and say, "We will do it," but it is available.

Senator Montoya. Thank you.

Any questions?

Legislative Reference Service

Senator Pearson. I am sorry I am late again. On this legislative reference, I want to indicate in the same spirit the Chairman did we are very grateful for the service we get. Sometimes your performance is

in proportion to the reasonableness of our requests generally. I called on somebody yesterday and I got back an enormous Photostatic stack of material, which is not very useful sometimes, but if we give you a little time you have been able to do a very good job on it.

How many people do we have in this reference department in researchers and writers and so forth?

Mr. JAYSON. We have a staff of 306 budgeted positions of whom approximately 200 are engaged in answering inquiries of one kind or another.

VOLUME OF INQUIRIES

Senator PEARSON. How many inquiries do you get from the Senate per year?

Mr. JAYSON. I can't give you an exact figure for the Senate alone at this moment, but overall during the last fiscal year, 1969, we had 140,000 inquiries.

Senator PEARSON. From the Senate?

Mr. JAYSON. From both Houses combined. I can get the figure for the Senate specifically.

Of this amount 54 percent were Member inquiries as distinguished from constituent inquiries. In other words, approximately 69,000 or 70,000. I will have to amend that, approximately 55 percent were Member inquiries during calendar 1968. I prefer to use the calendar year in talking of our workload because it parallels the session of the Congress. We handled during calendar 1968 approximately 130,000 inquiries of which roughly 70,000 were Member inquiries. If we use fiscal year figures instead of calendar year, the total was 140,000 inquiries.

I can give you a breakdown on the coverage.

CONGRESSIONAL INFORMATION NEEDS

Senator PEARSON. No; that is sufficient and gives me an understanding of the magnitude.

I have great sympathy for this particular part of the budget because, not because we have always been satisfied with the service, but because the greatest power in the Government today is the power to know the facts.

Congress has lost its initiative in large measure because we are just incapable in a "Niagara of programs and facts and details," which is in all of the bureaus, administrations, and agencies downtown, and unless we equip ourselves through some means beyond the capacity of our own staffs, we are going to go further and further away from the creative part of legislation.

This may be the place that we ought to turn to; I don't know about the majority party but the minority party has constantly been seeking ways to acquire outside staff information factual agencies.

The only trouble with that is you end up finding a committee or staff which really is related to some place and it comes in with an angle on it.

But we must find a way to determine what the facts are in relation, or beyond this everyday problem.

COMPUTERS AND INFORMATION

Mr. REIMERS. One of the great uses, of course, of computers is to handle dynamic information. It can handle unchanging statistical information or give biographies of all Senators. This is not the kind of information the computer should handle but it should rather handle information which is changing. We will have installed by the first part of the next calendar year a real-time retrieval capability to search all of this information and retrieve it in real-time. We could retrieve it on consoles, if required. We will have the capability of searching information being put in from various sources and bringing it out on a real-time basis. This method is different from the kind of batch processing, processing of large masses of documents, you have been hearing about. We will be able to give responses from this memory on a day-to-day basis by updating the memory overnight. I believe this could be a powerful tool for the Congress.

CONGRESSIONAL REORGANIZATION

Mr. JAYSON. On the subject you just discussed, about the needs of Members themselves for additional information, their need for objective and relevant information, this was the subject of lengthy consideration by the Joint Committee on the Organization of Congress 4 years ago.

Senator PEARSON. Yes, Mike Monroney.

Mr. JAYSON. And there is a section or title in the pending legislative reorganization bill which deals with the Legislative Reference Service. It authorizes an expansion of our present services and the providing of new services to the Congress. It would give us flexible authority to cover new subject areas.

Senator PEARSON. That never passed the House?

Mr. JAYSON. It is pending in the Rules Committee at the present time. It passed the Senate.

Senator PEARSON. This year?

Mr. JAYSON. Not this year, but it is still active in the House. The Rules Committee is, as I understand, I could be wrong——

Senator MONTOYA. It is not in Rules Committee now, is it?

Mr. JAYSON. Yes.

Senator PEARSON. In the last Congress that bill was out.

Mr. JAYSON. The same bill was reintroduced and also several new versions of the original bill were introduced in the House, as they were in the Senate. I know that those on the House side are now receiving consideration, I think, in the House Rules Committee. All of the bills would also give LRS authorization to employ experts and consultants for periods say up to a year. They would also authorize LRS on occasion, if it were necessary, to contract with outside research organizations to undertake special types of research for example, those that are not within our present capability. We would be expected, under the bills, to provide more extensive liaison with various committees to let the committees and members know what we are capable of doing for them.

SERVICES AVAILABLE FROM LRS

We have found that most members really aren't aware of the extent of services that are available from the LRS.

Senator MONTOYA. Have you ever done anything to inform the members as to what is available?

ORIENTATION OF MEMBERS OF CONGRESS

Mr. JAYSON. Yes. We have a bit of dilemma there, though, because of the extent of our present workload. But as every freshman Senator or member of the House appears on Capitol Hill, we provide him with an orientation in which we explain not only the Library's facilities but also those of LRS.

Senator MONTOYA. I never got that orientation myself and I have been here 14 years.

Mr. JAYSON. We also appear at meetings of new congressional staff members and give them an orientation of that kind. Last year we joined with the American Political Science Association to cosponsor Congressman Udall's—actually it is a bipartisan group that holds it—school for freshman Congressmen. This year, the American Political Science Association and LRS are planning to organize a similar school for freshman Senators as well. Those who attend the sessions of the school, of course, will get an overall orientation into the operations of the House, on one side, and the Senate on the other side.

Senator PEARSON. I think that is important. This is a pretty overwhelming place in the first few days, especially in the Senate. Well, I won't belabor this further except really one of my great concerns is, if we ever get in trouble in the way we run business in this country, if we ever get in trouble I suspect it will come from the fact that those people who are assigned the responsibilities of making decisions and judgments never had any time to read or to think or to contemplate.

By the time you get through the enormous trivia that goes through every office up here, it is just a question of frustration almost and no one knows how to improve it. I complain a great deal about it, but we have to beef up this or something else some place along the line.

BIBLIOGRAPHIC SERVICES TO CONGRESS

Senator MONTOYA. Is there any way that you can devise, is there any means that you can devise whereby you can ascertain the special legislative interest of each of the Senators and, through this expanded computerization, be able to feed that Senator the articles on that particular interest from the Library?

Mr. JAYSON. Well, the first step is "SDI" about which we spoke.

Senator MONTOYA. This is an index he must look into.

Mr. JAYSON. No, what we plan to do first is to circulate to each member a broad list of subject headings, and each member will be asked to check off those subjects in which he is interested.

Senator PEARSON. I think if you did it on the basis of his committee assignments, you would come about as close to where he effectively operates as you can.

Mr. JAYSON. But this would be more detailed than that and it would give you an opportunity to pinpoint your interests in more detail. On

your list, you may indicate perhaps 15, maybe 20 different subjects, and your list will be entered into the computer. Then, as our bibliographers input citations to articles or publications which fall under those subject headings, the machine will automatically prepare a list matched to your profile of interest. You will get a printout such as I showed you before, perhaps in better form in the later stage of our development of the system.

Availability of Materials

Senator Montoya. How will I get the reference?

Mr. Jayson. Now, you are raising a practical problem when you ask how do you get the text of the article itself. Obviously, it is in the Library, otherwise we wouldn't have found it.

However, if there are 15 members who want the same article from the same magazine at the same time, if we have copyright permission, we will be able to reproduce it and send it to all at the same time. But if we don't have copyright permission, we are in trouble because we may have only one or two copies of the magazine in our possession. This is one difficulty that SDI presents. If there is a convergence of interest in a particular area we will have to devise some method of giving you hard copy when the copyright owner has not given us permission to reproduce his publication.

Senator Montoya. If I called the Library and asked for a specific article, you will copy it and send it to me?

Mr. Jayson. Most publishers have given us broad permission to reproduce their copyrighted material, and in that case we can either reproduce the article or send you the volume in which it appears.

Senator Montoya. You can reproduce the article easily now with your equipment?

Mr. Mumford. Yes.

Senator Montoya. So what is the problem here?

Mr. Jayson. The difficulty is if we reproduce in quantity, some of the publishers of copyrighted material might say, "No, you may not have our permission."

Senator Montoya. Most of those publishers would like their articles to appear in the Congressional Record anyway.

Mr. Jayson. Most publishers have been very generous; they have given us carte blanche insofar as our assistance to Congress is concerned.

Senator Montoya. That is the point I was directing myself to, as to possibility of furnishing different members of Congress the articles dealing with their special interests as expressed by themselves to you?

Mr. Jayson. This SDI service will, I hope, be available on a pilot basis during this coming year.

LRS Staff

Senator Pearson. How many people do you have?

Mr. Jayson. About 300.

Senator Pearson. The other measurement of intelligence up here is "how quickly can you do it on our part." There is only a given time span of attention and time when you can really act.

SPEED OF SERVICE

Do you have any estimate as to—well, that is a difficult question. I am trying to find out how quickly your responses are coming back to Members of the Senate because, would it vary with the kind of request and subject and what they ask for?

Mr. JAYSON. I have an interesting fact in that regard. We made a spot check last month of inquiries coming in. During the first 6 months of this year we received anywhere from 500 to 1,000 inquiries per day. That is a massive amount and that kind of volume puts us in a really hectic situation.

We made a spot check covering the first week of June and found that 25 percent of all entries coming in were marked "rush," meaning that the congressional office said they needed the answer by the end of the day. If this is a reference-type inquiry, fine, we can usually handle it that quickly, but often it calls for much more than reference work.

Senator PEARSON. That is a manifestation of what I am talking about, it is not so much impatience but most things have to be done quickly.

Mr. JAYSON. We have found that during the last few years, over 65 percent of all inquiries coming in can be answered within one day.

IN-DEPTH RESEARCH

The hard-core difficult problems are those that require over a week of research time. We found that in calendar 1968 we received some 15,500 inquiries that involved one week or more of research time, sometimes they required as much as 3, 4 or 5 months, for example, the preparation of a study or a background report for one of the committees.

The problem of deadline is one of the most difficult to handle, yet we recognize it is often just as difficult a problem to the member himself; for example, if a member receives word on Tuesday that he is going to have a hearing on a particular bill on Friday morning and he asks us for a background report on the problem, we know that if the report gets to him Friday afternoon it is of no use to him.

Senator PEARSON. And it has to be concise and brief in that case.

BACKLOG OF REQUESTS

Mr. JAYSON. Yes, and the result is we have to rush and work overtime to do what we possibly can within the brief time and within the workload we have. One of the real problems facing us is what I call the "pushbutton concept" that many offices have about us. Too often the staff in a Congressional office thinks of us as having a row of researchers waiting on a bench the way pages wait, and they think that the moment their inquiry comes in a researcher will snap up and do it.

The fact is that we have a backlog day in and day out. I want to emphasize that this is a real problem to us and has been a real problem with the growth in workload.

Senator MONTOYA. How many additional researchers have you asked for?

Mr. JAYSON. Well, I had a statement to present to the committee on this, emphasizing that, while we are asking for 17 positions for this year, that will by no means give us the staff that we really need.

The fact of the matter is we have been waiting for enactment of the new legislative reorganization bill to detail our needs.

Senator PEARSON. That is a long way off.

Mr. JAYSON. We thought that it would be the appropriate occasion to present to you the overall picture of our needs and to discuss what staff would be required to provide the new services that the bill contemplates. The fact of the matter is that in 1965, when we testified before the Joint Committee on the Organization of Congress, we were already faced with a workload of 100,000 inquiries a year. We told that committee as well as the Appropriations Committees that we thought we needed a staff of 300 people to handle that size workload. Over a 3-year period our staff has been increased up to that strength. But, during that same 3-year period our workload rose from 100,000 to 140,000 inquiries, a 40 percent increase, so that the added staff was simply absorbed in trying to keep our chin above water.

NEW POSITIONS

The 17 we are asking for this year are aimed at trying to keep ourselves current. It is not expected that they will really give us the resources to improve the quality, to produce a better product, or to expand our capability in new subject areas, which is constantly a problem. I mean the problem of providing expertise in new subject areas. We have no man, for example, in military weaponry, someone who could have been extremely useful to the Members during the past few months of discussion on the ABM. The problems we are faced with relate not only to the day-to-day routine inquiries, but also to the sudden explosion of an issue, for example, the one relating to the Justice Fortas nomination. It resulted in an enormous number of requests for all kinds of information on the issues raised.

There is a list and a discussion of what it meant to us in the statement I had prepared. It will take a moment to read it to you. I think it is interesting.

Senator MONTOYA. Would you submit it for the record?

Mr. JAYSON. Yes, I will.

(The information follows:)

Mr. Chairman, the Legislative Reference Service is, as you know, the department of the Library that works exclusively for Members and Committees of Congress. It is a research arm of the Congress. It was established on a permanent basis under the Legislative Reorganization Act of 1946, the purpose being to provide Members and Committees with a dependable resource for accurate, authoritative, and objective information and research.

The 20-year period that followed enactment of the Reorganization Act saw an exceptional rise in the workload of Congressional offices. This resulted partly from the fact that throughout the post WW II era Congress has had to deal with an ever-widening range of national and international policy issues and programs, many of which are remarkably complex and technical; and partly from the fact that the individual Member's contacts with his constituents have become more numerous and more varied, with constituents turning to their representatives in Congress for more assistance and more guidance on a greater variety of subject matter than ever before.

But whatever the origin, the increase in the workload in Members' offices has had a direct impact on the workload of LRS. Our workload is essentially a re-

flection of Congressional workload, because whatever we do is done at the request of Congressional offices. During fiscal 1947, one year after enactment of the Legislative Reorganization Act, LRS handled some 23,000 research and reference inquiries with a staff of 131 people. By fiscal 1965, however, Congressional demands upon the Service rose to approximately 100,000 inquiries, almost five times what it was at the beginning. The staff, on the other hand, was 219, less than double. This gap between the enormous rise in workload, on the one hand, and only a limited increase in staff, on the other, put LRS in a desperate, indeed, a critical situation.

The services we were providing to Members and Committees were being relied on heavily by Congressional offices. Our work product, as you know, takes many forms: spot factual information, background studies on problems facing the country, pro and con reports on legislative proposals, legal analyses, surveys of court decisions, position papers, assistance with speech drafts, assistance in structuring committee hearings, assistance in answering constituent mail, translating services, the service of a graphics artist—these are only some of the services we provide.

By 1965, with a workload of 100,000 inquiries, our researchers found themselves overwhelmed. There were arrearages and backlogs throughout the Service. Members were asking for more research in depth, for more personalized and tailored reports, for more speech drafts, and there were requests for help in new subjects in which we had no capability.

We discussed our plight with the Joint Committee on the Organization of Congress, and later with the Members of this Subcommittee and your colleagues in the other House. We reported that we needed a staff of a minimum of 300 employees to meet a 100,000 inquiry workload, such as we had in 1965. During the three years that followed, thanks to the sympathetic consideration of this Committee and that of the other House, we were given a staff of that size. Today we have 306 positions.

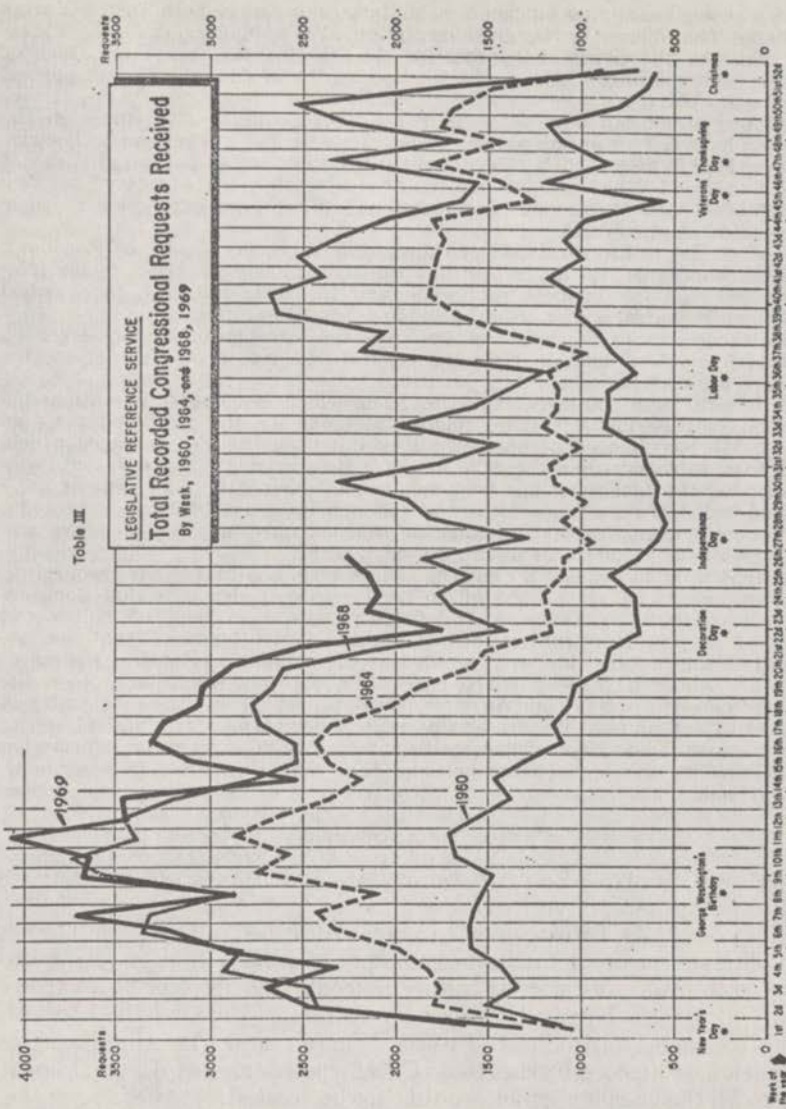
But what happened to the workload in the meantime? In fiscal 1965 we were handling 100,000 inquiries. In fiscal 1969, the year just ended, according to figures compiled for me about a week ago, we received over 140,000 inquiries, an increase of over 40% within the brief period of a few years. And every indication is that it is going to go even higher during the next fiscal year. Table III in our Justification Book (p. 127) charts our workload for calendar 1968 (as well as 1964 and 1960). But let me show you what has happened during the first six months of calendar 1969. We have prepared an updated chart which includes the figures for January through June of 1969. The workload for those six months was the heaviest for any comparable period in the history of the Service. They show an increase of 15% over the same period of 1968 which, in turn, was the highest up to that time.

The result is that we are falling back to just about the same situation that faced us in 1965. The plain fact is that much of the increase in staff that we had in the interim has been absorbed in the attempt to meet this new workload.

This year, Mr. Chairman, the Legislative Reference Service is requesting an increase of $376,000. This amount includes some $181,000 to fund 17 new positions. The remainder relates to the cost of ingrades and reallocations as well as the increased cost of printing, photocopying and similar items.

Our Justification Book presents a variety of statistical data concerning our workload and the need for this increase. But, as I told your colleagues in the other House, statistics are only part of the story. I wish I could get across to you the hectic conditions, the tense atmosphere, under which our researchers work during most of the year. During the first four months of this year our Inquiry Unit was handling as many as a thousand telephone and letter requests a day. There simply were not enough hours in the day for our six inquiry recorders to transcribe their notes onto the forms through which they transmit the inquiries to the researchers. And a recent check showed that over 25% of all inquiries coming into the Service were tabbed "Rush," meaning that the Congressional office needed the answer before the end of the day.

As I told your colleagues in the other House, often during the year as issue suddenly explodes that requires immediate attention followed by highly concentrated activity by a variety of staff members. Illustrative was the announcement of the contemplated retirement of Chief Justice Warren and the simultaneous nomination of Justice Fortas to be Chief Justice and of Judge Thornberry to fill the vacancy which would thus be created. During a period of about three months from the time of the first announcement on the matter



(June 26, 1968) and the withdrawal of these nominations by President Johnson (on October 4) at least three and often four, five and six of our Law Division and our Government Division staffs were engaged almost exclusively in research requested by a large number of Members on a variety of problems. We found that we had to prepare a multilithed report covering the decisions of the Supreme Court for the 15 years Chief Justice Warren held his post; a report on whether the Senate would consider and advise and consent on Justice Fortas' nomination before the effective date of Chief Justice Warren's retirement, which had been made contingent on the qualification of his successor; a report on whether Senate confirmation of Justice Fortas was necessary in view of his having already been confirmed as an Associate Justice; a description of all of Justice Fortas' opinions during his tenure on the bench; a report on his votes in selected Supreme Court cases; a report on how he voted in all 5–4 decisions of the

Court; a report containing biographical material relating to both Justice Fortas and Judge Thornberry; a list and description of all opinions by Judge Thornberry while on the Court of Appeals for the 5th Circuit; and so on. Much of the same occurred in connection with the nomination of Judge Burger to succeed Chief Justice Warren.

A similar story can be told with many other issues. Disturbances on the campuses have led to questions about the Students for a Democratic Society. Who are they? Who are their officers? What are their stated purposes? How did they get started? What campus disturbances have they been involved in? Are they affiliated with communist organizations? What laws exist to curb their disturbances? And so forth.

Issues relating to Electoral College reform and direct election of the President, to the tax surcharge, to tax reform and the tight money situation, to the relationship between the medical profession and the drug industry, to chemical and biological warfare, and so on, provide other illustrations.

There is no end to the needs of Congress for information and research on issues such as these and, in consequence, the demands upon the Service for assistance are intense.

And despite these suddenly exploding issue which can hardly be anticipated when the year begins, our more regular assignments and workload must go forward. We have placed before you an exhibit book that we prepared which, after a brief introduction, presents in its appendices extracts from different types of work that the LRS staff has been engaged in during the past year or so. I hope you will have a chance to browse through it because I think it provides some concrete examples of the range of the demands that the Members and Committees have made on us during recent months.

Finally, I want to emphasize that the 17 new positions that we are requesting will by no means equalize our staff to the increase in demands that Congress has made on us in recent years. It will only help us to keep our chin above water and keep us from falling further behind. We had expected that the provisions relating to LRS that are included in the pending Legislative Reorganization Act would have been enacted by now, and this would have been the occasion to present to this Committee an overall proposal concerning our staff and services to the Congress. We are at this time undertaking a reappraisal of our research capability in light of current demands of the Congress for information support, and we may have such a proposal next year. Until then, it is our hope, Mr. Chairman, that our present request will receive your favorable consideration.

TYPES OF INQUIRES

Senator MONTOYA. You can summarize it with respect to what we are discussing here, if you wish.

Mr. JAYSON. As I mentioned to your colleagues in the other House, often during the year an issue suddenly explodes that requires immediate attention followed by highly concentrated activity by a variety of staff members. Illustrative was the announcement of the contemplated retirement of Chief Justice Warren and the simultaneous nomination of Justice Fortas to be Chief Justice and of Judge Thornberry to fill the vacancy which would thus be created.

During a period of about 3 months from the time of the first announcement on the matter (June 26, 1968) and the withdrawal of these nominations by President Johnson (on October 4) at least three and often four, five, and six of our Law Division and our Government Division staffs were engaged almost exclusively in research requested by a large number of Members on a variety of problems.

We found that we had to prepare a multilithed report covered the decisions of the Supreme Court for the 15 years Chief Justice Warren held his post; a report on whether the Senate would consider and advise and consent on Justice Fortas' nomination before the effective date of Chief Justice Warren's retirement, which had been made contingent on the qualification of his successor; a report on whether Senate confirmation of Justice Fortas was necessary in view of his

having already been confirmed as an Associate Justice; a description of all of Justice Fortas' opinions during his tenure on the bench; a report on his votes in selected Supreme Court cases; a report on how he voted in all 5–4 decisions of the Court; a report containing biographical material relating to both Justice Fortas and Judge Thornberry; a list and description of all opinions by Judge Thornberry while on the Court of Appeals for the Fifth Circuit; and so on. Much of the same occurred in connection with the nomination of Judge Burger to succeed Chief Justice Warren.

Senator MONTOYA. Were they marked "rush"?

Mr. JAYSON. Yes. The reports had to be turned out in rapid succession, all within a brief period of time.

Senator MONTOYA. Any more questions.

LANGUAGE AMENDMENTS

Now I want an explanation of the language amendments that you are requesting, which have already been inserted in the record. You have them on pages 4 to 6 of the justifications.

Mr. MUMFORD. Yes, sir.

The first part, "for contracting on behalf of and hiring alien employees for the Library of Congress under compensation plans comparable to those authorized by section 44 of the Foreign Service Act of 1946" is designed to give the local staff that we employ overseas under Public Law 480 and under title 2(C) of the Higher Education Act of 1965 the same treatment generally that they would receive if hired under section 44 of the Foreign Service Act of 1946 as amended. We do not have this authority now.

Mr. WELSH. The question arose specifically in connection with the Library's right to award severance pay to its local employees overseas and the General Accounting Office advised us to seek legislative authority for this.

Senator MONTOYA. Does the State Department provide severance pay to its alien employees?

Mr. WELSH. Yes, sir; it does.

Senator MONTOYA. When was that law passed?

Mr. WELSH. It was passed in 1960, Public Law 86–723. The act was originally passed in 1946, but this was a later amendment.

Senator MONTOYA. It says 1946, but what about the Foreign Aid Agency? Did they provide severance pay?

Mr. WELSH. Yes, sir; as far as we know.

Senator MONTOYA. Does any other agency fall in the same category as you do?

Mr. WELSH. Yes; the General Accounting Office.

SEVERENCE PAY

Senator MONTOYA. It was my understanding that none of these employees were entitled to severance pay under our law and this is something new to me, that there is a law that provides for it. How many employees do you have overseas?

Mr. WELSH. There would be 176. This might be applicable to these. These are local employees.

Senator MONTOYA. How are these employees used?

Mr. WELSH. They are used either directly by us or through the State Department in the acquisition and cataloging of materials. We have a number of overseas centers that are engaged in acquiring and cataloging materials for us.

PUBLIC LAW 480 PROGRAM

Mr. MUMFORD. As you know, Mr. Chairman, the programs that we carry out under Public Law 480 utilize excess foreign currencies in countries such as the United Arab Republic, India, Israel, Yugoslavia, and Pakistan and until recently in Indonesia, but the funds are being exhausted there.

Senator MONTOYA. What are you using the funds for?

Mr. MUMFORD. For purchase of Library materials and for paying staff to assist in acquiring and cataloging them and making accessions lists.

Senator MONTOYA. The use of foreign employees is restricted to obtaining of periodicals and other literature for the Library?

Mr. WELSH. Yes, sir. And for other research libraries throughout the country.

Senator MONTOYA. There is no dollar expenditure involved?

Mr. MUMFORD. There is, but it is relatively small.

Senator MONTOYA. Only in those countries where we don't have local currencies?

Mr. MUMFORD. We may have to maintain one person there to keep the work organized and assist the State Department in payments and that kind of thing. But there is very little American personnel involved in it.

USE OF U.S.-OWNED FOREIGN CURRENCY

Senator MONTOYA. Well, I am in favor of this and I will tell you why: Because, if we did not utilize those excess or surplus local currencies, the administration would turn around and give them to the particular country where they are deposited as gifts for hospitals and maybe research projects and what have you, because that is what has happened to all of our repayments in local currencies. We have not realized very much of those repayments because they have been regranted back to the foreign countries.

Mr. MUMFORD. Well, the provision for the use of these funds for acquiring materials, has greatly enriched the collections of research libraries in this country and make it possible for college students and scholars generally to have much more material available to them about that area.

Senator MONTOYA. I think that explains the amendment adequately.

COST OF AMENDMENTS

What would be the cost of financing these amendments, if they are granted, in terms of local currencies which we have and also dollars?

Mr. WELSH. With respect to the first amendment there is no estimated cost because we don't plan at the moment to separate any of these employees.

Senator MONTOYA. But you will eventually.

Mr. WELSH. Yes, sir. It is rather difficult to make that determination because it depends upon the length of service of a particular employee. There is quite a bit of turnover in this area.

With respect to the second amendment, the cost in soft currency would be $2,635 plus $974 U.S. dollars for a total of $3,609.

Senator MONTOYA. For this next fiscal year?

Mr. WELSH. Yes, sir. As I indicated it would be mainly in foreign currency $2,635 of the $3,609.

Senator MONTOYA. Total expenditure?

Mr. WELSH. For this second amendment, yes, sir, total expenditure is $3,609. It would apply to only five employees in three of the centers.

Senator MONTOYA. There is hardly any dollar cost involved in the administration of these amendments?

Mr. WELSH. In this instance or total——

Senator MONTOYA. Yes.

Mr. WELSH. Less than $1,000 is hard dollars, sir.

SPACE PROBLEMS

Senator MONTOYA. Now, we come to the space problem. I want to, without objection, insert pages 90 to 92 of justifications in the record at this point.

(The document follows:)

APPROPRIATION: SALARIES AND EXPENSES, LIBRARY OF CONGRESS—RENTAL OF SPACE

Background

Recognizing the ever-increasing need for added space for Library collections and services, Congress authorized $880,000 in fiscal 1967 ". . . for reimbursement to the General Services Administration for rental of suitable space in the District of Columbia or its immediate environs for the Library of Congress . . .". Included in these estimates is a request for $998,000.

In 1969 a supplemental appropriation of $200,000 was made available to the Library for additional space rental. The base for fiscal 1969 has been $813,000.

In order to pay for previously authorized rental space through fiscal 1970, the Library requires an additional $589,000; however, there is a decrease of $404,000 for space rental to be assumed by GSA in fiscal 1970 leaving a net increase of $185,000 in this request. This does not contemplate utilization of any further space, only the use of space now under contract or negotiation for the Library through the General Services Administration.

The Library currently occupies (or will occupy during fiscal 1969) the following space located off Capitol Hill:

RENTAL OF SPACE

Location	Occupant	Square footage	Estimated rental costs Fiscal year 1970		Maintenance costs in federally owned buildings
			LC	GSA	
1. Suitland, Md.	Motion Pictures	2,550	----------	(1)	$3,445
2. Buildings 159 and 159E, Navy Yard.	Card Division, GPO Branch, Catalog Maintenance and Catalog Publication Division.	74,205	----------	(1)	125,609
3. Middle River, Md.	Storage	39,780	----------	(1)	16,907
4. 1291 Taylor St. NW.	Division for the Blind and Physically Handicapped.	83,337	----------	$266,678	----------
5. 214 Massachusetts Ave. NE.	Information Abstracting	53,676	----------	259,330	----------
6. 2028 Duke Street, Alexandria, Va.	Manuscripts and Newspapers	48,762	----------	144,547	----------
7. Building No. 1, Union and Cameron, Alexandria, Va.	Storage	3,330	----------	(1)	2,500
8. 415 3d St. NW.	Motion Pictures	2,170	----------	(1)	4,340
9. Crystal Mall, Arlington, Va.	Copyright Office	81,187	$376,000	----------	----------
10. 800 South Pickett, Alexandria, Va.	Geography and Map Division, laminating, and copyright deposits.	125,000	562,500	----------	----------
Total		513,997	938,500	670,555	152,801
Moving and related costs			59,500	----------	----------
Total			998,000	----------	----------

[1] Federal Government owned.

RENTAL OF SPACE—SUMMARY

	square footage	Rental costs	Maintenance costs, federally owned buildings
Federally owned buildings	122,035		$152,801
Leases paid by General Services Administration	185,775	$670,555	
Leases, moving, and related costs paid by Library of Congress	206,187	998,000	
Total direct cost	513,997	1,668,555	152,801

Note: Does not include guard service or imputed value of federally owned buildings.

EFFORT MADE TO USE SPACE EQUITABLY

Senator MONTOYA. Now, I have visited the Library and I was very much shocked to see the many spaces on the balcony utilized for office space and with temporary shelving and compartments. I don't mean this statement as an indictment of the Library administration, but I think this is more of an indictment against not only us but all others concerned with the funding of the Library in that we have not provided enough space so that we could retain the beauty of the Library inside.

Instead of utilizing the balconies which have very rare art and murals, they are now hidden because of these barricades and I think it is a sad commentary on our funding practices for the Library.

I wish, Senator Pearson, you would see what is being done to deface the beauty.

Senator PEARSON. I was there a couple of years ago and I think I remember what you are talking about, Mr. Chairman.

Senator MONTOYA. I want to put this in proper perspective in the record and I want you first to tell me what you have been doing, I have already laid my premise and I am not blaming the administration of the Library for this, this is just an inevitable thing you have to do, but just state for the record what you are doing.

Mr. MUMFORD. First of all, Mr. Chairman, we have tried to make use of every available inch of space in those two buildings that you are referring to, the temporary partitians being a part of that. We deplore, as much as you do or anyone, the necessity of doing this. But it has seemed to be an absolute necessity in order to take care of the expanding collections and provide additional workspace for the staff.

RENTAL SPACE

Then, in the second place, we have sought rental quarters elsewhere to which we could move activities that did not absolutely have to be carried on in those two buildings and this has resulted in inconvenience and inefficient operation. This rental space has at least alleviated the situation to some degree. We show in these pages you just mentioned the location at which we have operations going on.

James Madison Memorial Building

In the third place, several years ago, more than a decade ago, we brought to the attention of the Joint Committee on Library the ever-increased need for space at the Library, we pointed out that it would become worse year after year. Finally the Congress in 1965 authorized the construction of a third building.

It also appropriated $500,000 for the preliminary plans for this building. The plans have been completed and approved by the appropriate congressional committees that are enumerated in the statute. We are presently seeking appropriated money to do the final working drawings and specifications and to begin excavation and groundwork on the building. This request will come before you when you hear the Architect of the Capitol.

Senator Montoya. Yes; I intend to go into it in more depth when when we hear the Architect of the Capitol, because I want the Congress to know from this record what is being done to our Library. I think the responsibility falls on us to try to extricate the Library from this choice that has reluctantly remained for space reasons.

Restore Exhibit Areas in Main Building

Mr. Mumford. We have had no alternative but to do what we have done as makeshift measures pending construction of the third building because once we have the third building, the temporary partitions will come out. We would restore the beautiful building for the purposes intended.

We have had to use space intended for exhibits. As you say, we have obscured the art work so it cannot be seen by the many visitors that come. All of this would be removed on the completion of the third building.

Crystal City

Senator Pearson. What are your lease arrangements in Crystal City and also Alexandria?

Mr. Mumford. All of our lease arrangements are made through the General Services Administration and the manner by which GSA operates is that the Library must pay the rental for one full fiscal year and then General Services Administration incorporates it within its own budget.

Senator Montoya. Why do that?

Mr. Mumford. I can't tell you what dictated it. It has been their policy for many years in regard to all Government agencies as far as I know for which it obtained space and under the law it is responsible for obtaining space for Federal agencies.

Senator Pearson. I cannot think of any reason for doing that. I assume they want to see if the lease arrangement will go over a long period or whether it is just an emergency.

Dr. Mumford. They work out the period with the applicant, to determine what period of time is anticipated. One of the recent locations on which GSA has a lease is for 10 years.

I might add, Mr. Chairman, that the total cost of these rental locations at the present time to the Library and General Services Administration combined, is approximately $1,600,000 a year.

Senator MONTOYA. How much is a new building?

REQUEST FOR JAMES MADISON MEMORIAL BUILDING

Dr. MUMFORD. $75 million is authorized for construction of a third building. We are asking this year for $18,410,000, which would cover the final plans, excavation, groundwork, and contracts for masonry and stonework.

Senator MONTOYA. Any more questions, Senator Pearson?

Senator PEARSON. No, sir.

Senator MONTOYA. We will go into this more thoroughly when we hear from the Architect.

COPYRIGHT OFFICE

JUSTIFICATION

Senator MONTOYA. The next appropriation is for the Copyright Office. The budget estimate is $3,140,000 increase over appropriations of last year of $152,200. Several pages from the justification report will be included in the record at this point, and you may proceed with your oral justification of this item.

(The justification follows:)

Appropriations: Salaries and expenses, Copyright Office

1969 regular bill	$2,878,000
Proposed supplemental due to pay increases	109,800
1969 adjusted	2,987,800
1970 estimate	3,140,000
Net increase	152,200

Analysis of increases

Ingrade increases	+49,695
Funds are requested to cover within-grade increases and reallocations as follows:	
Salaries	46,512
Personnel benefits	3,183
Total	49,695
Postage	+3,300

The Library of Congress reimburses the Post Office Department annually for postage usage. Public Law 90-206 provided for increased postage rates which in turn increased the reimbursement to the Post Office Department in this appropriation by the amount requested.

Appropriations: Salaries and expenses, Copyright Office—Continued

Annualization of pay increases	+12,200
Salaries	12,200
Rental of equipment	+5,000
Due to the continuing increase in applications for registration for copyright each year, greater emphasis on control and accountability is necessary. Efforts to increase the mechanization of this operation make it necessary to request an additional $5,000 for the rental of equipment.	
Printing	+30,000
Printed forms	10,000
An increase in the number of forms and printed circulars used in responding to copyright inquires coupled with increased printing costs makes this request necessary.	
Printing of Catalog of Copyright Entries	10,000
Due to registrations increasing each year, the size of the Catalog of Copyright Entries, which is published in eight parts, is growing each year, and with rising printing costs of this publication, an additional $10,000 is required.	
Photoduplication	10,000
The volume of photoduplication work has increased commensurate with the increase in Copyright business. Since 1965, the cost of photoduplication has increased by 84 percent.	
Office supplies	+5,000
No increases in funds for office supplies has been requested in the last 5 years. The increase in personnel and in the cost of supplies over this period makes this request necessary.	
New positions requested (8)	+47,005
To handle increased workload:	
5 GS–5; 2 GS–4 and 1 GS–3	43,550
Contribution to retirement	2,830
Group life insurance	145
Contribution to health insurance	480
Total	47,005
Total increases	152,200

GENERAL STATEMENT

The Copyright Office is responsible for:

Administering the copyright law; examining and registering claims to copyright; recording assignments and related documents; furnishing copyright data and general information to the public; fully indexing and cataloging all registrations and printing catalogs of copyright entries; studying the existing law in order to make recommendations for its revision to the Congress.

Copyright operations result in cash receipts which are forwarded to the "General Receipts" account of the Treasury Department. When the value of materials

selected by the Library of Congress and transferred to its permanent collections is added to the cash receipts, these operations produce income which exceeds expenditures, as shown for fiscal 1968 in the following table:

Income (1968): Fees applied $1,865,488.00

ESTIMATED VALUE OF MATERIALS TRANSFERRED TO THE LIBRARY OF CONGRESS (1968)

Class of items	Received	Items selected	Average price	Total value of items selected
Books	168,452	105,329	$8.50	$845,296.50
Periodicals	174,219	174,219	.95	165,508.05
Motion pictures	5,669	[1] 1,785	[2] 150.00	1,071,000.00
Music	101,704	24,485	4.60	112,631.00
Maps	5,127	5,127	7.50	38,452.50
Prints, pictures, and works of art	28,596	1,478	10.00	14,780.00
Total	483,767	312,423		

[1] 7,140 reels.
[2] per reel.

Subtotal estimated value of materials	$2,297,668.05
Total income	4,163,156.05
Obligations (1968):	
Salaries	2,410,604.00
Other obligations	120,577.00
Total obligations	2,531,181.00
Ratio of total income to obligations ..... percent	164
Ratio of fees applied to obligations ..... percent	74

INCOME AND OBLIGATIONS COMPARED FOR FISCAL YEARS 1965 TO 1970

	1965	1966	1967	1968	1969 estimate	1970 estimate
Income:						
Fees applied	$1,208,014	$1,470,249	$1,812,036	$1,865,488	$1,922,000	$1,980,000
Estimated value of materials selected by the Library	1,134,882	1,443,149	1,649,220	2,297,668	2,870,000	3,588,000
Total	2,342,896	2,913,398	3,461,256	4,163,156	4,792,000	5,568,000
Obligations:						
Salaries	1,719,000	1,963,239	2,207,684	2,410,604	2,771,125	2,867,825
Other obligations	195,200	104,834	118,242	120,577	128,875	172,175
Total	1,914,200	2,068,073	2,325,926	2,531,181	2,900,000	3,040,000
Special obligations: Microfilm project					100,000	100,000
Grand total	1,914,200	2,068,073	2,325,926	2,531,181	3,000,000	3,140,000
Ratio of total income to obligations percent	122	140	149	164	165	183
Ratio of fees applied to obligations percent	63	71	78	74	66	65

Fixed Charges

Dr. Mumford. Mr. Cary, the Deputy Register of Copyrights, is here and I would like to ask that he present this. You may proceed, Mr. Cary.

Mr. Cary. The amount of increase you mention primarily is concerned with the so-called fixed charges. Of that amount, roughly $47,000 is all we are asking for the additional personnel which is eight persons, the top grade of which is GS–5. The remainder of the amount concerns such fixed charges as within-grade increases, annualization of the pay raises, office supplies, postage, printing, and the like.

So it boils down to, I think, really the request for eight additional positions which total $47,000.

Senator MONTOYA. What would be the result to you if we denied these funds for the new positions?

Mr. CARY. I suppose the principal result would be a slowdown in our operations.

INCREASED WORKLOAD

Senator MONTOYA. Can you give me some more facts on the increased workload?

Mr. CARY. We have over the years found that the number of registrations which, of course, is based upon applications sent to us by the public over which we have no control, rises, on the average, at a rate of approximately 3 percent per year. Some years it goes higher than that. Other years it drops down but on a rough average, it stays pretty well at this 3-percent limit.

This, of course, requires additional assistance, so over the years we have asked normally for personnel to handle the increased volume. These eight positions that we are asking for is based on a 3-percent increase.

COPYRIGHT LAW REVISION

Now, one of the situations that does confront us, which is unrelated to the registration problem is the fact that for a number of years the top staff members of the office have been engaged in the project to revise the horse-and-buggy copyright law of 1909 so our energies have been directed along this line and we have had to put off some of the administrative chores that pile up in any office over that period.

Hopefully, we are reaching the end of the effort. We have been at it for some 10 years and one problem after another has arisen.

Senator MONTOYA. Why has it taken so long?

CATV

Mr. CARY. It involves so many different conflicting interests, the present one being the community antenna television problem.

The last 2 years delay in the Senate has been the direct result of this problem. First they were waiting for the Supreme Court to decide a court case which was handed down last June. Since then the Senate committee has been trying to get the parties to get together and reach an agreement among themselves. They almost succeeded, but then it blew up.

As the latest result, Senator McClellan sent a notice to all parties telling them, in effect, that unless they come up with some sort of reasonable agreement by Labor Day, his committee is going to start marking up the bill.

Senator MONTOYA. Your bill has been presented?

Mr. CARY. It is in Senator McCellan's subcommittee now. It passed the House a couple of years ago.

Senator MONTOYA. Are you still using personnel for updating the copyright laws?

Mr. CARY. Yes; in a way. Because of these various problems, we have over the years acted as a kind of mediation service. We have

meetings with the various groups one at a time and then we get together with both or several groups to try to resolve their problems. We still have to spend a good deal of time in such meetings.

Senator MONTOYA. Will the law create new personnel needs?

Mr. CARY. Yes.

Senator MONTOYA. So you eliminate the ones who are writing the law and you create more. Is that it?

Mr. CARY. Well, let's put it this way. The law is an amendment to a rather outmoded law. It would bring it up to date. It would give additional forms of protection that do not now exist. It would, as it has come out of hearings, require us to take on additional duties and this would, of course, require new personnel.

REVENUE FROM COPYRIGHT

Senator MONTOYA. What about revenues?

Give me the total revenues which you receive today from copyright administration, and then give me the comparative cost.

Mr. CARY. The last full year for which complete figures are available is 1968 and you will find this on page 101. You will notice there that we took in a total of some $1,865,000 in the way of fees. Comparing that with the amount of expenditures we had, the returns amounted to 74 percent of our total amount of expenditures.

Senator MONTOYA. What were your total expenditures?

Mr. CARY. They were $2,531,000. However there is another side of the coin. Reference has been made earlier in the hearings to the fact that at the time of filing applications for copyright, publishers and others have to deposit two copies of their works, which are available for selection by the Library of Congress. Of course for each item that the Library selects, at least that is one item less they have to purchase. So, if you consider the value of the material that we get through copyright, then during 1968 we actually took in 164 percent of the amount of money appropriated to us.

Senator MONTOYA. Give it to me in dollars and cents.

Mr. CARY. We figure that the value of the materials alone was $2,297,668 in 1968. That plus the fees totals over $4 million.

Dr. MUMFORD. You asked what the impact would be, Mr. Chairman, if additional staff were not granted to keep pace with the increase in registrations. As I pointed out in one of the pages of this text, 3 years ago it took them 6 to 8 weeks to process an application and issue a certificate.

By granting additional staff, this has been brought down from 2 to 3 weeks. The present request is directed at trying to hold it at that level. It is very important that applications be processed as promptly as possible.

COPYRIGHT FEES

Senator MONTOYA. How much do you charge for each application by way of a filing fee?

Mr. CARY. $6.

Senator MONTOYA. How long has that rate been in existence?

Mr. CARY. Since 1965.

Senator MONTOYA. It is a recent rate, then?

Mr. CARY. Yes, sir.

Senator MONTOYA. Is there any merit to increasing it?

Mr. CARY. This is a matter regarding which you can say, yes and no. A lot of people would protest it. I might say that as far as the Copyright Office is concerned, we feel that it would be preferable to wait to consider the raising of fees until after the revision bill gets through, because, if brought up now, this could be a controversial item which might delay the bill.

Senator MONTOYA. Do you require legislative authority for this?

Mr. CARY. Yes, sir. All fees are regulated in the statute.

Senator MONTOYA. Have you ever requested this legislative authority?

Mr. CARY. No, sir, we have not.

COPYRIGHT SPACE REQUIREMENTS

Senator MONTOYA. Tell me about your space requirements. You can probably tell me more about it than the architect would. You have your place located in Virginia?

Mr. CARY. Crystal City, Va.

Senator MONTOYA. How many square feet do you utilize presently?

Mr. CARY. We have about 4⅓ floors of the building over there—Mr. Rohlf, do you have the actual square footage?

Mr. ROHLF. 81,800.

Senator MONTOYA. How much rent?

Mr. ROHLF. Current rent would be $376,000 per year.

Senator MONTOYA. That is a little over $4 a square foot.

Mr. ROHLF. Yes, sir, I believe the contract negotiated by GSA was approximately $4.60.

Senator MONTOYA. Does that fall in line with what the other agencies are paying or what anybody pays by way of rental in that area?

FEDERAL CENTER

Mr. ROHLF. As I understand it, that is virtually identical with the other buildings. GSA is currently renting at least five buildings, in Crystal City and Crystal Mall. There is a whole Federal complex. The Water Pollution Agency is there. There is a part of Navy Department, the Patent Office, the Copyright Office, and some part of the Security and Exchange Commission.

It has become a Federal center and GSA has negotiated all these leases and they are all new buildings.

Senator MONTOYA. They are very expensive leases.

Mr. ROHLF. Yes, sir. They are, in comparison to owning your own building.

Senator MONTOYA. What kind of space will you have in the new building, have you been informed?

Mr. CARY. I saw the plans a couple of years ago. I don't know what they are now. Perhaps Mr. Rohlf could give us the allocation there.

Mr. ROHLF. Approximately one-half of the third floor and one-half of the fourth floor. In effect we have layered it, one-half upon the other. It is more convenient to go up or down than to get too far out in one direction. We hope it will provide expansion space for the Copyright Office under the revision, if passed, until 1985.

Senator MONTOYA. How many square feet will you have?

Mr. ROHLF. Copyright Office allocation is approximately 140,000 square feet.

Senator MONTOYA. What do you have in this space besides employees? Do you have storage?

Mr. CARY. No, we have our official records. GSA would not allow us to bring our storage material over there.

STORAGE WAREHOUSE

Senator MONTOYA. Do you have a storage warehouse then?

Mr. CARY. It is presently still in the Annex Building, but it will be moved to this Pickett Street building later this summer.

Senator MONTOYA. How many square feet would you have there?

Mr. ROHLF. Currently we are allocating 20,000 square feet the next 5 years.

Senator MONTOYA. Is this storage of books and other material which is subject of copyright?

Mr. ROHLF. That is correct. All forms of material which have not been selected by the Library.

Senator MONTOYA. As soon as they are selected they are moved into the Library complex?

Dr. MUMFORD. Right.

Senator MONTOYA. How much rent are you going to pay on the new storage facility?

Mr. ROHLF. For the building on Pickett Street, a semiwarehouse, office building, $2.32½ a square foot, considerably less.

SALARIES AND EXPENSES, LRS

Senator MONTOYA. That is all. Thank you very much.

Now the next, we went into salaries and expenses of the Legislative Reference Service a few minutes ago. I don't think I have any more questions on this. I think we covered the whole thing.

Dr. MUMFORD. Maybe Mr. Jayson, the Director, has something additional to add.

Senator MONTOYA. Do you have anything to add, Mr. Jayson?

Mr. JAYSON. Our request does include an increase for the cost of printing and for additional photo-copy materials and services.

Senator MONTOYA. For Members of Congress?

Mr. JAYSON. For our services to the Members, yes, and it may be you will want to put a few of the justification pages in the record.

JUSTIFICATION

Senator MONTOYA. Without objection, the justification pages will be placed in the record.

(The justification follows:)

Printing, Publications—$20,000 increase

The cost of printing the Digest of Public General Bills has gone up rapidly in recent years.

The annual expenditures have been:

APPROPRIATION: SALARIES AND EXPENSES, LEGISLATIVE REFERENCE SERVICE

Fiscal	
1965	$13,405
1966	21,448
1967	32,760
1968	41,627

The increased cost results from a variety of factors: the longer sessions of the Congress require more issues; the number of bills introduced in the Congress is steadily rising; as the legislation introduced becomes more complex, the digests tend to be more comprehensive and consequently longer; the contents have been expanded to enhance its usefulness, e.g., by adding a sponsor index, by adding legislative history to the status section; a more detailed index has been developed; getting current earlier in the session involves reprinting larger cumulative issues as the session goes on; and printing costs have risen.

Photocopying materials and service—$30,000 increase

The following amounts have been spent for photocopying in recent years:

Fiscal	
1965	$27,180
1966	40,955
1967	43,004
1968	60,281

These figures include the cost of equipment rental, service, and supplies. The 1969 costs are expected to be higher. Photocopying has proved to be an invaluable and economical asset to LRS in meeting its increased workload. The saving of staff time made possible through such copying equals many times the cost of typing. Further, it permits more comprehensive and rapid responses to Members and Committees who request articles and clippings and like materials from newspapers, books, periodicals and other reference sources.

Supplies and expendable materials—$15,000 increase

Expenditures for these items in recent years have been:

Fiscal	
1965	$25,290
1966	31,490
1967	44,363
1968	44,581

The Service can respond quickly to many thousands of inquiries, particularly from Members' constituents, by transmitting expendable materials such as pamphlets, reprints, and miscellaneous documents, much of which are acquired free of charge but many are obtainable only by purchase. The price paid is much below what it would cost the Service to prepare such material itself. The growth in the number of inquiries which can be answered through this technique warrants an increase of $10,000 for this activity. An increase of $5,000 is needed to meet the costs involved in expendible supplies and printed forms which have grown as a parallel to the growth in staff and workload.

CATEGORIES OF INQUIRIES

Senator MONTOYA. One more inquiry, which I would like to place in the record. Your service does write speeches for members of Congress?

Mr. JAYSON. Yes, sir. This is a service which grew up in recent years and I believe there is good justification for undertaking this service. I mention that because at the time of the hearings of the Joint Committee on the Organization of Congress, considerable attention was paid to whether or not we ought to be preparing speeches for members.

We pointed out at that time that a considerable percentage of the offices each year ask us for one or more drafts of speeches. I think it is appropriate because a member of Congress, as part of his many responsibilities, is obligated to communicate with his constitutents and to communicate before committees of Congress, on the floor and the like. In connection with speech drafts we provide service in three ways.

One, by providing members with raw materials such as articles, memoranda, reports and the like, from which he or his staff may themselves prepare speech drafts. Or we will assist with an outline or we will assist with the actual draft of the speech.

Now, in that regard we will never engage in partisanship, although the speech will otherwise be tailored to the member's point of view. I should add that in years past one of the difficult problems about speech drafts was that many members wanted Nationality Day speeches and the like. In the aggregate, this represented a considerable volume of work and a considerable chore.

During the past year we adopted a new device which is working successfully. We have prepared little kits giving background on each particular commemorative occasion together with a few sample speech drafts addressed to that occasion. For these routine types of speeches, which used to come to us in great volume, we have found that the staff of the Members are now using our kits instead of asking us for speech drafts.

TRANSLATIONS FROM DIFFERENT LANGUAGES

Senator MONTOYA. On page 11 of the justifications you mention in 1968, 5,791 letters and documents were translated from many different languages. Would you expand on that statement and tell us what kind of documents were so translated?

Mr. JAYSON. Many of the Members have foreign-speaking constituents who wrote to them in their native language. Some of the Members travel abroad in connection with their official assignments and have communications with foreign governments and foreign agencies. Many of the committees in connection with their day-to-day work need translations of foreign language materials. These are the three principal sources of the translation volume that we have.

But even here, because of the extent of the translation business and limited staff, we have adopted one method of getting the work done quickly. On many occasions we will provide a summary as distinguished from a full translation. This can be done much more rapidly and the translators in that way can handle much more business.

Senator MONTOYA. That is all on this item. Thank you, Mr. Jayson. Do you have anything else to add?

Mr. JAYSON. No, sir. I think our earlier discussion covered it.

SALARIES AND EXPENSES FOR DISTRIBUTION OF CATALOG CARDS

Senator MONTOYA. The next appropriation which we will consider is "Salaries and expenses for distribution of catalog cards."

We went into it this morning a little on the side, but I do want to put in the record several pages from the justification on this particular item.

(The justification follows:)

Appropriation: salaries and expenses, distribution of catalog cards

1969 regular bill	$7,300,000
1970 estimate	7,728,000
Net increase	428,000

Analysis of Increases

Ingrade increases	+77,700
Funds are requested to cover the cost of within-grade increases and reallocations as follows:	
Salaries	72,756
Personnel benefits	4,944
Total	77,700
Postage	+10,300
The Library of Congress reimburses the Post Office Department annually for postage usage. Public Law 90-206 provided for increased postage rates which in turn increased the reimbursement to the Post Office Department in this appropriation by the amount requested.	
Annualization of pay increases	+150,000
Salaries	$140,600
Personnel benefits	9,400
Total	$150,000
Printing	+190,000
Pay increase at the Government Printing Office	$53,000
In May 1968, printers were granted a 31 cent an hour pay increase; in November 1968 pressmen were granted a 26 cent an hour pay increase, card reproducers a 19 cent an hour increase and laborers were given an average of 18 cents an hour increase. The Government Printing Office estimates that these increases will add approximately $53,000 annually to the cost of printing.	
Printing of book catalogs and other publications	$137,000
The Library's catalog cards are also published and sold in book form. The increased printing costs required for these catalogs will add approximately $137,000 to the appropriation for these purposes.	
Total increases	+428,000

REVENUE FROM CARD SYSTEM

Senator MONTOYA. I want to develop again at this point just exactly how much revenue this card system generates back to the General Treasury.

Mr. WELSH. That is on page 141. We show that figure for 1960 to date. Do you want me to read it? This will appear in the record, the table for 1960 to 1969.

JUSTIFICATION

Dr. MUMFORD. Mr. Chairman, I request that pages 140 to 146 go into the record.

Senator MONTOYA. Without objection, it will be so ordered.

(The document follows:)

APPROPRIATION: SALARIES AND EXPENSES, DISTRIBUTION OF CATALOG CARDS

GENERAL STATEMENT

This appropriation finances the Distribution of Catalog Cards program, which provides for printing the Library's catalog cards, its catalogs in book form, and certain technical publications, and for their sale to Government agencies, libraries, and other institutions throughout the world. This service is of nation-

wide importance because it permits other libraries to benefit from the Library's work in cataloging and classification and eliminates much costly duplication of effort; at the same time, these tools also facilitate the research of all who use libraries.

Revenue producing activities.—A part of this appropriation is used to finance the Library's own needs, such as the printing of cards for its official and public catalogs and the printing of technical publications for its own use. The bulk of this appropriation, however, supports services to other libraries and institutions and brings in revenue which is deposited in the miscellaneous receipts of the Treasury. Net cash receipts of $7,026,601 in 1968 amounted to a return of 113 percent of the total funds obligated; in 1969, the amount of the return is expected to be 96 percent of the total funds obligated. The following table indicates the pattern of activity during the last ten years:

Fiscal year	Returns to the Treasury from sale of cards and publications	Obligations	Percentage of receipts to cost	Total cards sold
1960	$2,171,284	$1,979,841	110	32,057,488
1961	2,409,650	2,168,492	111	35,678,496
1962	2,792,099	2,342,235	119	42,386,314
1963	2,959,770	2,678,609	110	46,022,022
1964	3,679,781	2,991,789	123	52,505,637
1965	4,354,637	3,784,935	115	61,489,201
1966	5,046,417	4,099,277	123	63,214,294
1967	5,741,755	4,647,441	124	74,503,175
1968	7,026,601	6,221,060	113	78,767,377
1969 (estimated)	6,700,000	7,000,000	96	70,000,000

In order to avoid changing prices for the basic services of the Card Division each year, the Library has in the past attempted to estimate costs for a five-year period and set prices accordingly. Under this strategy, the percentage of return is higher than normal at the beginning of such a period, and then declines toward the end of the period as increased costs begin to make their effect felt. Exceptions to this policy have been made when unexpectedly steep rises in costs made price rises necessary earlier than had been planned. For example, prices were raised on some basic services during fiscal year 1964, and the percentage recovered that fiscal year was 123 percent; the following fiscal year, operating with the same prices but increased costs, the percentage dropped to 115 percent. Prices were raised again during fiscal year 1966, and the percentage recovered was again 123 percent, even though the volume of business had by then increased significantly. The same basic prices have been in effect since then; the percentage of recovery remained high for fiscal year 1967, the first full year in which the new prices were in effect, then declined as expected due to rising costs. The average recovery for the period since the last price raise, however, has been 114 percent, well above the planned return.

The steep drop in the percentage of recovery within the past year is attributable to the following factors:

(1) *Increasingly acute space shortages* have made the procedures being followed in the manual part of the Division's operations more inefficient. A significantly greater number of books are being cataloged by the cataloging divisions of the Library, and hence cards for more titles are being printed, but stock for the new cards must be placed within an area which has remained the same size since 1965. For this reason, fewer copies of each card are being printed, with the result that for 40 percent of the orders received, the desired card is found to be out-of-stock. For these 40 percent, it is then necessary to initiate the costly and time-consuming reprinting process, which requires estimating the number of cards to be reprinted, finding and withdrawing a master card to be reproduced, arranging these masters for reproduction, the actual reproduction by the branch Government Printing Office, filling of the delayed orders from the reprinted stock, and finally putting away the balance of the new stock. All of these steps must still be performed manually, and require an increasing number of staff. This condition will be alleviated when automation of the operations is completed and cards are only printed on demand.

(2) *Installation and operation of the first part of the automated system in parallel with the manual system* during the conversion period has temporarily increased overall costs. Rental of the equipment involved in the first part of the automation project has of course been paid from the time that equipment was installed and successfully tested, but there is an inevitable lag in reducing personnel levels by a comparable amount. The equipment has already allowed us to leave some positions vacant as their incumbents were transferred or resigned; other positions which might have been left vacant, however, have been kept filled in order to process a backlog of approximately one and a half million orders which had accumulated under the old, fully manual procedures. This condition will, of course, be alleviated when the automated system is fully operational.

(3) *The number of orders received has declined by approximately ten percent* compared with the previous fiscal year. To a large extent, this has been due to the fact that libraries have had fewer Federal funds to spend on books, compared with last year, and hence have needed fewer catalog cards. The largest appropriation for library books—to the Office of Education for Title II of the Elementary and Secondary Education Act of 1965, which provides grants to local public school systems for purchase of library books and materials—was cut from approximately $100 million in fiscal year 1968 to $50 million during the current fiscal year, a cut the equivalent of about eight million books. The total amount of Federal funds *available* to all types of educational institutions for purchase of books or for other purposes, on a discretionary basis, declined by over $165 million between fiscal 1968 and fiscal 1969.

(4) *Printing costs have increased much more than was anticipated.* For example, budget requests for this fiscal year were based on an estimated unit cost of $0.0123 for printing each copy of each new catalog card; the average cost for the first seven months of the fiscal year, however, was $0.016368, or 33 percent higher than estimated, and the January unit cost was $0.017519, 43 percent higher than estimated. The increases are due not only to increased salary costs in the branch Government Printing Office, but to the fact that fewer cards per title are being printed because of lack of storage space for cards, and this inevitably raises the unit cost.

(5) *Increased salary costs have raised the cost of filling each order* under the manual procedures, since last July's pay raise added to the cost of each staff member engaged in filling orders.

For the long run the picture is more favorable. In the first place, a new pricing structure is being devised which will be tied more closely to the actual costs of particular types of service. Some prices will be raised substantially while others will be lowered, but the overall goal is to continue to make the total operation self-supporting even if the demand for some services declines and the demand for other services grows.

In the second place, automation of the Division has already provided increases in efficiency for those operations which have been mechanized and will continue to do so as the Mechanization Project progresses. Phase I of the Project (which provides for reading incoming order slips on an optical scanner; converting the information to machine-readable form in order to produce invoices, statements and management reports automatically; sorting the orders into optimum sequence for filling of the orders; and then sorting the orders and the actual catalog cards themselves by customer, ready for mailing) has not been implemented and is operating successfully. Productivity in filling orders has been increased by 60 percent (for those orders received on the new order forms), and the time required to fill an order (providing the cards are in stock) has been reduced from about four weeks to one week. Savings are also being provided in the billing operation and certain other areas of the Division. As the number of customers using the new forms increases, these efficiencies and the resulting economies and betterment of service will also increase.

The Library is also hopeful of receiving early approval from the Joint Committee on Printing to proceed with Phase II of the Project, which will provide for automatic printing of the catalog cards on demand, and thus automatic filling of the actual orders. The increase in efficiency and savings from Phase II should be even greater than Phase I, since Phase II will eventually eliminate the major source of increased costs and delays in services: the lack of space to store sufficient stock to fill orders, and the consequent necessity for continual reprinting of those cards which are most in demand.

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The $200,000 Contingency Fund was not needed for fiscal year 1969 as there were no workload increases not anticipated in the budget estimates. However, authority to use the fund to absorb the pay increase costs was requested in the Supplemental submission.

COST OF DISTRIBUTING CARDS

Senator MONTOYA. What is the total cost, if you have it, in the administration of this particular division so that we can draw a comparison between such expenditures and the revenue which this division generates?

Mr. WELSH. The total appropriations for the distribution of catalog cards? There are two principal aspects of it. One is in the preparation and printing of our book catalog, a copy of which I have over here, and the other is preparation and distribution of the catalog card itself. I do not have that breakdown. I can provide it for the record.

Senator MONTOYA. What I am trying to elicit from you, sir, is your realizing, back to the Treasury, certain revenues by virtue of the sale of these cards.

Mr. WELSH. Yes, sir.

Senator MONTOYA. The last year, 1968, you realized $7,026,601 in revenue?

Mr. WELSH. Yes, sir.

Senator MONTOYA. And it cost so much to administer your division? You made budget requests for your division in a certain sum.

Mr. WELSH. Yes, sir. That amount of the cost is shown in the third column on page 141 under obligations. That is the amount that it cost the service. The amount in the second column shows returns to the Treasury.

Senator MONTOYA. So actually you are making money in your division for the Treasury?

Mr. WELSH. Yes, sir.

Senator MONTOYA. This does not take into account the contributions made by other operations of the Library. This is just direct comparison?

Mr. WELSH. Yes, sir.

Dr. MUMFORD. It does include, Mr. Chairman, the fact that within this operation, the cards needed by the Library of Congress itself, are provided.

Senator MONTOYA. As an additional increment?

Dr. MUMFORD. Yes, sir.

Senator MONTOYA. Now, that is about all on this item.

BOOKS FOR THE GENERAL COLLECTIONS JUSTIFICATION

The next item under the Library is "Books for the General Collections." The budget estimate is in the amount of $840,000, an increase of $175,000 over the appropriations for last year. Pages 148 through 151 from the justification will be included in the record at this point.

(The justification follows:)

Books for the general collections, Library of Congress

1969 regular bill	$665,000
1970 estimate	840,000
Net increase	175,000

Analysis of increases: The purchase of books and other library materials, +$175,000.

A continuing increase in the price of library materials dilutes the Library's ability to acquire much needed research publications for its collections. The average cost of books has risen from $4.12 in fiscal 1966 to $4.79 in fiscal 1968, or 16.2 percent.

The purchase of books and other library material—increase of $175,000 from $665,000 to $840,000

This appropriation provides for the purchase of materials for the Library's general collections, which must be both comprehensive and current in order to meet the needs of the Congress, Federal agencies, and the general research community. The Government must have immediately available full information concerning the physical, social, political, and economic conditions of all countries, as well as the most up-to-date coverage in such fields as science and technology. The Library's acquisitions program involves the world-wide procurement of those current and non-current publications essential to meet this need. Although materials come to the Library through copyright deposit, transfer from Federal agencies, gift, domestic and international exchange, and by provisions of state and federal law, it is the material acquired through this appropriation that augments these other sources of library material in a most important way, enabling the Library to provide essential information at the time when it is most critically needed.

For fiscal year 1969 the Library requested an increase of $175,000 to enable it to fulfill its mission of acquiring non-current materials in all areas and subjects of continuing interest, to compensate for rising costs of publications and to further develop the reference collections of the Legislative Reference Service. The sum of $75,000 was authorized, of which $60,000 was approved to offset price increases while $15,000 was authorized for further development of the reference collections of the Service. The prices of books and other library materials continue to rise. In 1966 the sum of $237,983 paid for 18,774 serials and periodical subscriptions at an average cost of $12.68. In 1968 the sum of $278,036 paid for 19,270 subscriptions at an average cost of $14.43. The average cost of books has risen from $4.12 in fiscal 1966 to $4.79 in fiscal 1968, or 16.2 percent. These increases continue unabated in 1969. Examples of some of the prices paid for subscriptions on recent and immediately previous billings are as follows:

			Percentage increase
Newsweek	$8.00	$9.00	12.5
Scientific American	6.00	8.00	33.3
Science	8.50	12.00	41.1
American Banker	65.00	85.00	30.0
Business Management	6.00	8.00	33.3
Japanese Journal of Applied Physics	30.00	43.71	45.7

To offset increases in prices in fiscal 1968 and 1969, to obtain non-current materials in all areas and subjects of current interest, and to meet an anticipated price increase in 1970 of 10 percent, an increase in this appropriation of $175,000 is requested.

From the Special Reserve Fund of $25,000, $23,594.65 had been expended by November 30, 1968.

Among the items purchased because of their historical and literary value to fill gaps in the Library's collections or to add significant materials of research value: a George Washington letter written to James Madison in 1789; a James Madison letter to James Monroe; a William Howard Taft holograph ledger; a Benjamin Franklin letter to Francis Hopkinson; a General John C. Fremont letter to Edward Bok; and Robert Frost manuscripts.

INCREASED COST OF BOOKS AND PERIDOCALS

Senator MONTOYA. Will you please detail for the record the reason for this increase that you are now requesting.

Dr. MUMFORD. Yes, sir, Mr. Chairman. The increase is based primarily upon the increased cost of books and periodicals. As we have

indicated on page 150, some examples of the increases that have taken place are for specific titles and in the paragraph above you will note the average cost of books has risen from $4.12 in fiscal 1966 to $4.79 in fiscal 1968, or an increase of 16.2 percent.

If we are to be successful in acquiring the current materials as we should, and occasionally to fill in gaps in our older materials, it means that we do need additional money for the purchase of books.

Senator MONTOYA. When you speak of books, do you mean books that are not subject to your copyright laws?

Dr. MUMFORD. We are talking of materials outside of that. We sometimes have to purchase additional copies of what we receive under copyright, but this is unusual.

Senator MONTOYA. Are these books published outside of the United States, and over which you have no copyright jurisdiction?

UNIVERSAL COPYRIGHT CONVENTION

Dr. MUMFORD. That is right. Under the Universal Copyright Convention we receive a very small trickle of foreign publications that are registered but there is no obligation for them to be registered in order to be protected.

If a publisher wishes to bring litigation, it would serve his purpose to have it registered. But in practice, very few foreign publications are registered in our Copyright Office.

Senator MONTOYA. Do you have any parity with other nations of the world with respect to copyright of publications within their jurisdictions? Any reciprocal treaty?

Dr. MUMFORD. Copyright protects the writings of Americans abroad as well as protecting the writings of foreign writers in this country. There is reciprocity there in the matter of protection, but not in receipt of materials. But I did mention we exchange publications. These are mostly of an official nature, not the kind of publication we are talking about, that we have to purchase.

Senator MONTOYA. Under your international agreements or treaties, anyone having a copyright in the country of publication does not necessarily have to file a registration here, in this country, do they?

Dr. MUMFORD. That is correct.

Senator MONTOYA. They do not have to?

Dr. MUMFORD. That is correct; if the country of the author is a member of the Universal Copyright Convention. A large number of countries of the world have become members.

Senator MONTOYA. So you automatically grant recognition and the Convention vests him with a right to sue for infringement without the copyright being registered in this country?

Dr. MUMFORD. He must register in order to sue.

Senator MONTOYA. It would have to do that, wouldn't it, if you are giving that copyright recognition?

Dr. MUMFORD. Yes, sir.

Senator MONTOYA. It would be just a matter of proof?

Dr. MUMFORD. Yes, sir.

Senator MONTOYA. I was trying to ascertain why if a copyrighter from a foreign country was trying to utilize the shelter of copyright here, in this country, why he could not be required to donate books in conjunction with his registry.

Dr. MUMFORD. Pehaps it would be very good if he could be, but under the Universal Copyright Convention he is not required to.

Mrs. HAMER. Nor do our American publishers have to deposit their books in other countries.

Senator MONTOYA. It is a question of reciprocity, but you do not have that and they do not exact that from our people.

Dr. MUMFORD. That is right.

LIBRARY COLLECTIONS

Senator MONTOYA. You mentioned you had 57 million pieces of material in the Library.

Dr. MUMFORD. Yes; and this includes approximately 14 million volumes in conventional book form as you would see them on shelves.

Senator MONTOYA. Fourteen. So in other words, it is a 14-million volume library?

Dr. MUMFORD. Yes, sir. There is no way of converting these 43 milion pieces of nonbook material to the terminology of a volume, the usual volume.

NEWSPAPERS AND MAGAZINES

Senator MONTOYA. Under this item of books for the general collections, do you pay for the magazines out of this item? Like Newsweek, Time?

Dr. MUMFORD. We get a considerable number of copyright. Unfortunately sometimes they are delayed in depositing the copyright copy and it is necessary to purchase a subscription in order to have it readily available for service to the Congress.

Senator MONTOYA. What about the newspapers, do you pay for them?

Dr. MUMFORD. I know we get some of them by copyright and some we have to subscribe to.

Mr. WELSH. We rely upon copyright. We have to buy additional copies. Copyright is an important source for U.S. commercial publications.

Senator MONTOYA. What about the daily newspapers.

Mr. WELSH. They are in the category of commercial and we get many of them by copyright. We buy extra copies of newspapers and journals when they are needed.

Senator MONTOYA. Are there many books printed each year in the United States that do not go into the Library of Congress?

Dr. MUMFORD. There are not very many, Mr. Chairman. I think certainly it is our purpose to get every book that is important for reference or research. There are some things printed that we would not consider of sufficient value to add to the collection, even if we receive them by copyright, and we would not purchase them.

COPYRIGHT DEPOSITS

Senator MONTOYA. If it is an ordinary book, the conventional book, so to speak, they usually want to protect it through copyright so they send you a couple of copies with their application.

Dr. MUMFORD.. Yes, sir, but where the law does not require the Library to retain the volumes which they deposit for registration, we have the right to retain them or to reject them. In practice we are likely to keep one copy of a large proportion of the material.

As Mrs. Hamer said this morning, we feel that we are a library of record, and it is important that one copy of a book be retained in some repository. The Library of Congress is the logical place for it to be. Also, materials which may not appear to have a great deal of literary merit or scholarly merit today may be important to the student or scholar 50 years from now, to see what people were reading in this period.

BOOKS FOR THE LAW LIBRARY

Senator MONTOYA. The next item under the Library is books for the law library which we went into a little this morning. I understood you to say that this item is being utilized to buy law books from foreign countries to build up your international law library section.

(The justification follows:)

Appropriation: Books for the Law Library, Library of Congress

1969 Regular Bill	$125,000
1970 Estimate	140,000
Net increase	15,000

Analysis of Increase

The purchase of law books and other legal material ..... +$15,000

No increase in this appropriation has been requested since 1966. Prices for current and noncurrent law books and materials have increased to such an extent, that it is necessary to request an increase of $15,000. Approximately 67 percent of this appropriation is used to purchase foreign law materials and it is in this area, that the greatest increase in price has occurred. For example, prices of older materials in the far eastern law and near eastern and African law—relatively new divisions—have risen since fiscal 1966 from an average of $8.45 to $18.55 for books, and from $2.92 to $4.07 for serials and periodicals.

The purchase of law books and other legal material—increase of $15,000—from $125,000 to $140,000

This appropriation provides for the purchase of materials for the Law Library, perhaps the largest and most comprehensive collection of law books ever assembled. This fund is the principal means by which the Law Library can acquire those essential materials not received through copyright deposit, international and domestic exchange, transfer from other Government agencies, and gifts. Approximately 67 percent of the appropriation is used to purchase foreign law materials. The Congress, the Executive departments and agencies, and the Federal courts are dependent upon the Law Library as the most complete and most accessible source of legal information on all subjects for all countries of the world. Continued development of the foreign law collections is imperative for the protection and advancement of Government interests in foreign activities and international relations. Continued preeminence of the Law Library in all fields of law, domestic as well as foreign, prevents wasteful duplication in the working libraries of many Government agencies.

There has been no increase in this appropriation since fiscal 1966. Since that year the worldwide average cost of current law books has increased from $4.53 each to $4.79, or 5.7%. The average cost of current issues of serials and periodicals increased from $1.30 an issue to $1.53, or 17.6%. Examples of some of the prices paid for subscriptions on recent and immediately previous billings are as follows:

			Percentage increase
Labor arbitration reports	$18.00	$32.00	77.7
Tax treaties	35.00	45.00	28.5
Federal security law reports	125.00	145.00	16.0
State tax guide reports	85.00	100.00	17.6
Federal tax guide reports	72.00	86.00	19.4
Lex Legislazione Italiani	10.56	14.56	37.8

The greatest increases have come in the prices paid for non-current materials, so necessary to fill gaps in the collections of research materials in relatively new divisions—Far Eastern Law and Near Eastern and African Law. Prices of older materials from these areas have risen since fiscal 1966 from an average of $8.45 to $18.55 for books, and from $2.92 to $4.07 for serials and periodicals.

To maintain parity in the face of these regular price increases the amount of $15,000 is requested, an increase of 12% over our appropriation in fiscal 1969.

PURCHASING OF FOREIGN LAW MATERIALS

Dr. MUMFORD. Sixty-seven percent of this appropriation goes to purchase foreign law materials. And here again, prices of materials have gone up considerably. Mr. Coffin, the law librarian will talk on that.

Mr. COFFIN. This is the first increase requested in this appropriation since fiscal 1966 when the committee granted an increase of $15,000 raising it from $110,000 to its present $125,000. This request is based on increased prices and also on increased activity in the field of acquisitions. As indicated in the justification sheets, pages 153 and 154, there has been a sufficient increase—on the average about 12 percent—in prices to justify the additional $15,000 request in order to maintain parity in this appropriation. Moreover, in 1966 we were subscribing to 2,954 serials and periodicals; in 1969 we were subscribing to 3,238, a net increase of 284 subscriptions at a cost of approximately $6,000 a year more than we were spending for serial and periodical subscriptions in 1966.

As you know, this appropriation is a "no year" appropriation so that we have had in some years a carryover. To give you an indication of the amounts spent from this appropriation over the last several years: during fiscal year 1966, expenditures were approximately $118,000. That was the first year we had $125,000. During fiscal 1967 expenditures were $129,700; in fiscal year 1968, $136,200, and at the close of fiscal year 1969 the Library had made voucher payments of $135,800. A tentative carryover figure as of the 30th of June was $5,200, so that if we do not have an increase for the next year we either have to cut down considerably in our purchases or be illegal.

Dr. MUMFORD. There are some examples on page 154 of increases in the cost of legal materials, Mr. Chairman. May I ask that pages 153 and 154 be placed in the record.

Senator MONTOYA. They are already in the record.

Mr. COFFIN. Over $67,000 a year is spent for serial and periodical publications and some $41,000 was obligated in fiscal year 1969 for the automatic acquisition of monographic publications, mostly from abroad.

Senator MONTOYA. What do you mean by monographic publications?

Dr. MUMFORD. Book form publications.

Mr. COFFIN. So you see that we have very little discretion in the expenditure of over $108,000 of this appropriation if we are to try to keep up to date on the serials, periodicals, and new monographic publications, other than those which we get by copyright, by exchange, and from official sources.

LAW LIBRARY: SIZE AND SCOPE

Senator MONTOYA. How does your Law Library compare with the other law libraries in the United States? Give me an indication of what is comprises.

Mr. COFFIN. We have a collection of about 1,500,000 volumes. The Harvard Law School Library has about 1,100,000 volumes—the latest figure I have for Harvard. Yale has about 475,000 volumes, Columbia about 500,000 volumes, Los Angeles County Law Library about 488,000 and the Library of the Supreme Court of the United States has approximately 205,000 volumes.

Of the 1,500,000 volumes in the Law Library at the Library of Congress, over 750,000 are in the area of Anglo-American Law and the rest in foreign law.

Senator MONTOYA. That is about half then.

Mr. COFFIN. Just above half. The European law numbers about 270,000 volumes, Hispanic law, about 160,000, Far Eastern law approximately 175,000 volumes and pamphlets, Near Eastern and African law about 85,000 pieces and a combined bound periodical collection for most of these areas which is not counted separately by division. We have also a law library in the Capitol, a small working collection, mainly in Anglo-American law, which numbers about 25,000 volumes available for quick reference.

Senator MONTOYA. I used to study in that library when I was going to law school here, in both, in fact.

Now that is about all on this subject.

Thank you very much.

SALARIES AND EXPENSES, BOOKS FOR THE BLIND AND PHYSICALLY HANDICAPPED

JUSTIFICATION

The next appropriation request is for "Salaries and expenses, books for the blind and physically handicapped." Budget estimate for fiscal 1970 is in the amount of $7,015,000, a net increase of $347,000 over the appropriation for the last fiscal year. Several pages from the justification will be inserted in the record at this point.

(The justification follows:)

Salaries and expenses, books for the blind and physically handicapped

1970 estimate	$7,015,000
1969 regular bill	6,668,000
Net increase	347,000

Analysis of Increase and Decreases

Repair, maintenance, and conversion of machines	—$55,000

The program to convert talking book machines from 2-speed to 3-speed is almost completed; therefore a reduction of $55,000 can be made. The need for both preventative maintenance and actual repair of machines will continue.

Analysis of Increase and Decreases—Continued

Procurement of machines	−$200,000
The amount of $200,000 will not be used during fiscal year 1970 for the purchase of tape cassettes pending results of a current field test to determine their practicality.	
Total decreases	−255,000
Annualization of pay increase	+23,000
Salaries	21,500
Benefits	1,500
Total	23,000
Ingrade increases	+9,773
Funds are requested to cover within-grade increases and reallocations as follows:	
Salaries	9,165
Personnel benefits	608
Total	9,773
Postage	+1,400
The Library of Congress reimburses the Post Office Department annually for postage usage. Public Law 90–206 provided for increased postage rates which in turn increased the reimbursement to the Post Office Department in this appropriation by the amount requested.	
Travel	+6,400
Additional funds are requested to permit professional members of the staff to respond to increasing numbers of libraries and agencies interested in the services available for the blind and physically handicapped. It has been our experience that personal participation and demonstration through exhibits, to groups of prospective readers has produced good results in publicizing the program.	
Printing and Reproduction	+3,500
Additional regional libraries and other organizations have been added to our mailing list. This has resulted in the need for the printing of more copies of notices, lists, and other documents. An increase of $3,500 is requested for these purposes.	
Office supplies and expendable materials	+5,500
The growth in the program and increase in prices have resulted in the need for additional office supplies and pamphlet materials, as follows:	
Supplies	3,000
Pamphlets	2,500
Total	5,500
Books in raised characters	+103,000
An increase of $103,000 is requested which will provide 8 additional book titles, bringing the annual total to 275, and 3 additional magazines, bringing the annual total to 16.	
Sound recordings	+380,000
Experience in serving physically handicapped persons who are not blind has shown that a significant percentage are further handicapped by such factors as short attention span, very limited formal education, and lack of social experience. This means that special reading material, such as books with limited vocabularies, usually recorded at a slower rate with appreciable pauses between sentences and paragraphs, are needed. An increase of $380,000 will provide an additional 100 book titles making a total of 700 in the program, and 2 additional magazines, making a total of 20.	

Analysis of Increase and Decreases—Continued

Books—music	+$15,000
The program to provide musical scores and instructional texts for blind persons has made it possible for hundreds of persons to continue their study and practice of music, often to a professional level. An increase of $15,000 is requested to make possible a wider distribution of specially prepared instructional materials and periodicals to music students.	
New positions (8)	+54,427
To provide for increased workload due to expansion of program:	
1 GS–9; 2 GS–7; 4 GS–5 and 1 GS–4	50,497
Contribution to retirement	3,282
Group life insurance	168
Contribution to health insurance	480
Total	54,427
Total increases	+579,000
Net increases	+347,000

General Statement

The Division for the Blind and Physically Handicapped is responsible for administering a national program to provide reading materials for blind and physically handicapped residents of the United States and its outlying areas. In discharge of this responsibility it executes two closely related operations:

First.—It provides on free loan books and magazines in raised characters (braille) and talking books (books and magazines recorded on discs or on magnetic tape) together with the sound reproducers for discs. It provides catalogs of available materials and other publications often in braille, recorded, and large-type forms for the convenience of readers with limited vision. All the materials are included in free mailing privileges. The books are distributed to 41 libraries throughout the country which assume responsibility for their custody and circulation to the individual readers within specific areas. Additional libraries now in the planning stage are scheduled to open by the end of fiscal year 1970. The sound reproducers are distributed to blind and other eligible handicapped readers by 55 State agencies and libraries.

Second.—The Division maintains the National Collections of braille and recorded books to supplement titles deposited in the libraries across the country. Any reader who cannot be served adequately by his local library or who needs a special type of material or advisory service may contact the National Collections for assistance. Likewise, all other libraries may draw upon the resources of the collections. As part of the program a library is maintained in the Division which provides complete service to approximately 1600 residents of the District of Columbia and braille service to Maryland and Virginia. A reading room is also available for individual study or experimental library programs.

It is the policy of the Division to provide in braille and recorded forms a balanced collection of books and magazines such as are available in a typical small public library. The execution of this policy is subject to such limitations as bulk, cost, durability, and other characteristics of the reading media employed. The selection of books is made by staff of the Division in consultation with readers, advisory groups, librarians and literary critics. The books are produced for the Library by non-profit institutions or agencies whose activities are concerned primarily with the blind and physically handicapped.

To meet the demand for single-copy braille books, the Division conducts a program for organizing and coordinating the services of sighted volunteers, instructing them in braille transcription, training blind persons in braille proofreading, binding, and finishing the transcribed books. The Division also coordinates the efforts of other volunteers who record books on tape. Copies of these tape books are made available to readers who have their own tape players.

The Division provides a reference and information service on matters pertaining to the interest of blind and other physically handicapped persons, based on a unique collection of source materials. It also conducts a continuous program of research, development, testing, and evaluation on improvements in equipment and service.

The Music Library of the Division has grown so it now contains over 18,000 volumes (approximately 55,000 titles) of braille musical texts and scores. The collection consists of all available music from braille printing houses; hand-copied scores derived from the program of instruction to volunteers; and recordings, both on tape and disc, of a solely instructional nature. Over 1,000 students and seriously interested musicians are using this service.

As a result of Public Law 89–522, the Library Services and Construction Act, there are many physically handicapped persons, and blind persons with other handicaps, who have learned of and are using talking books for the first time. In addition to requests received through the traditional agencies for the blind and from the regional libraries, national voluntary organizations concerned with specific disabilities are active in referring eligible persons to the program. These include multiple sclerosis, cerebral palsy, muscular dystrophy, crippled persons, paralyzed persons, and a variety of other disorders, functional and structural, that prevent reading. Librarians in the program are increasingly active in liaison with other professionals, including doctors of medicine, administrators of homes and institutions, nurses, therapists, teachers of the handicaapped, and many others capable of certifying need.

Decreases

Repair, Maintenance and Conversion of Machines—Decrease of $55,000 from $155,000 to $100,000.—With the conversion of two-speed talking book machines to three speeds practically completed, a reduction of $55,000 can be made in this item. The need for both preventive maintenance and actual repair on an increasing number of machines will continue. The activity of the Telephone Pioneers of America, who continue to donate their time and skill, enables us to plan for only the actual cost of replacement parts.

Procurement of Machines—Decrease of $200,000, from $2,100,000 to $1,900,000.—Talking book machines with a capability for special attachments, such as variable speed regulators and remote control devices, continue to be provided to an increasing number of readers by the Division. In recent years books recorded on open reel magnetic tapes have become an integral and supplementary part of the program for those who own their own playback equipment. The development and standardization of a widely used system of tape cassettes and cassette players (retailing in the area of $50.00) necessitated research and experimentation with cassette equipment which offers ease of operation, portability, and space-saving features over the open-reel system. Pending results of a current field test as to the practicality of cassettes for use by blind and physically handicapped readers, the amount of $200,000 will not be used to purchase additional cassette equipment during fiscal year 1970.

Increases

Travel—Increase of $6,400 from $23,500 to $29,900.—Progress has been made in demonstrating to prospective readers the services which are available. This has been accomplished by visits to organizations active in service to handicapped people and participation in their conferences; and manned exhibits have publicized the program to a potential of 50,000 people who are concerned with the education or rehabilitation of handicapped children and adults. The additional funds will enable professional members of the staff to respond to requests for guidance from the increasing number of libraries and agencies working in the field of the blind and physically handicapped throughout the country.

Printing and Reproduction—Increase of $3,500 from $48,000 to $51,500.—The expanded activities of the program have resutled in an increased need for photographs to demonstrate reader service, types of materials selected for braille or recording, and equipment which is being developed. The amount of material copied has increased because of the addition of new regional libraries and other organizations which have been added to our mailing list for administrative notices, lists, and other documents.

Pamphlets—Increase of $2,500 from $2,500 to $5,000.—The growth in the program has resulted in increased requests for pamphlet materials on blindness and other handicaps. A substantial amount of these materials is acquired at no cost; however, the amount of inexpensive material needed is growing, and overall procurement costs are increasing.

Braille Books—Increase of $103,000 from $399,000 to $502,000.—The cost of producing and distributing braille continues to rise. Braille readers, however, continue to express their concern that they are offered an extremely limited selection of reading materials in the only format which approximates all the advantages of the printed books (silent reading, spelling of all words and names, page format for ease of finding one's place, indexing, complete portability, etc.). An increase of $103,000 will enable us to provide 8 additional book titles, bringing the annual total to 275, and 3 additional magazines, bringing the total of periodicals initiated by us in braille editions to 16. Also, subscriptions are purchased to a number of additional magazines privately produced in braille.

Sound Recordings—Increase of $380,000 from $2,788,700 to $3,168,700.—Experience in serving physically handicapped persons who are not blind has established that a significant percentage are further handicapped by such factors as short attention span, very limited formal education, and lack of social experience. Such persons have an even greater need than most blind people for special reading material to help them become useful citizens. Books with a limited vocabulary, usually recorded at a slower rate with appreciable pauses between sentences or paragraphs, are needed. An increase of $380,000 will enable us to provide an additional 100 titles on talking book records, bringing that program's total to 700 titles for the year, and 2 additional magazines bringing the total number of magazines initiated by the Division in talking book form to 20. It is anticipated that the program will be able to continue purchasing a limited number of subscriptions to several additional magazines privately produced in talking book form, as it has in the past.

Music—Increase of $15,000 from $95,000 to $110,000.—The advances made by the program in providing a collection of musical scores and instructional texts has encouraged hundreds of blind persons to continue their study and practice of music, often to a professional level. It has also led hundreds of others to start in this field, which was for years handicapped by the lack of coordination and planned development of a useful collection. An increase of $15,000 will make possible initiation and widespread distribution of specially prepared instructional materials, and periodicals of particular value to music students.

PROGRAM OPERATIONS

Senator MONTOYA. Would you please give the subcommittee a brief explanation of how this program works, program for the handicapped and the blind.

Dr. MUMFORD. Mr. Chairman, I can undertake to do that, but we have an able chief of that division here, Mr. Bray. May I ask him to do that?

Mr. BRAY. Thank you, Mr. Chairman. The program operates, of course, on an annual appropriation from Congress under the direction of the Librarian of Congress through the Division for the Blind and Physically Handicapped. The Library of Congress function is to select and cause to be produced a few books each year in either braille, sound recordings on phonograph records or tape. Copies of these books are then sent on a quota basis to what is now a total of 43 cooperating regional libraries. These cooperating libraries, using material from the Library of Congress program then conduct this free library service on a day-to-day basis to eligible blind and handicapped people in their regions.

The material travels free of charge through the mail between these regional libraries and the blind or handicapped readers. To be eligible a person needs to be certified by competent authority, usually medical,

that he is unable to read or handle books in the normal fashion due to a visual impairment or physical incapability such as constant tremor, paralysis, or other physical handicaps. That, in essence, is the way this program operates, Mr. Chairman.

ELIGIBILITY FOR READING PROGRAM

Senator MONTOYA. You have here the term blind and physically handicapped. Does a person have to blind and physically handicapped to become eligible or can a handicapped person without being blind become eligible for this program?

Mr. BRAY. A handicapped person who is not blind is eligible, for example a person confined to an iron lung, a person with cerebral palsy who has lost muscular or nervous control but who can see, he cannot pick up the book and read it. He does not have to be both.

Senator MONTOYA. Take, for instance, a person with Parkinson's disease, who cannot keep the book in one certain place to read. He would be eligible?

Mr. BRAY. He would be eligible. Terminal stages of that disease invariably prevent reading.

Senator MONTOYA. What kind of service do you provide besides the record of the book? Do you provide the record player too?

Mr. BRAY. We provide the record player called a talking book machine. The content of our program is roughly analogous to the kinds of reading that you and I enjoy from our public libraries, general classical fiction, current fiction, non-fiction, and a few magazines. These are also available in braille form, read by perhaps one-tenth of our readers. Braille has to be learned. You have to have capability in your fingertips and so forth. A great majority of our readers read the phonograph records on the phonographs which are provided as long as the reader needs them as part of the free service.

INSTRUCTIONAL MATERIALS

Senator MONTOYA. Do you have instruction records?

Mr. BRAY. Yes, sir. Instruction records come with the phonograph.

Senator MONTOYA. I mean records for instruction, say of language instruction, textbook?

Mr. BRAY. No. We provide that as an information service. We get that question often. These are available through standard commercial sources and often on loan from the public library. So if someone inquires about instruction records, for example, on how to speak French, we give them referrals to places where they can get them.

Dr. MUMFORD. But it is true, is it not, that through the voluntary service some specialized materials are made of a really instructional nature, to supplement?

Mr. BRAY. That is correct, Dr. Mumford. In many instances, voluntary readers would be available to read on to tape particular instructional books on request. That can be obtained; yes.

Senator MONTOYA. Have you given any thought to providing instructional records to these blind people?

Mr. BRAY. Not in any programed sense, Mr. Chairman, because we still have too far to go on our general reading program. We do wield

some influence here in that I have two blind members of my staff who, on request, will train volunteers interested in reading this instructional material, how to do good reading on to a tape player, and guidance of that sort.

VOLUNTEER BRAILLE TRANSCRIBERS

For braille instructional material, we have a national role in that a staff of some 15 blind persons in this Division instruct sighted people in how to transcribe braille material at home. This is an ongoing correspondence course. When the person completes the course he or she is certified by the Librarian of Congress as competent in braille transcription.

In the majority of cases then this voluntary transcriber, as he is called, continues in his community to do instructional material on a person-to-person basis.

Senator MONTOYA. He can charge for that?

Mr. BRAY. No, sir.

Senator MONTOYA. It is voluntary?

Mr. BRAY. Yes, sir.

Senator MONTOYA. It is all voluntary?

Mr. BRAY. Yes, sir. Once in a while you hear of a group charging for paper, but that is rare.

Senator MONTOYA. Do you envision an expansion of this program?

Mr. BRAY. Yes, sir.

NEW INNOVATIONS

Senator MONTOYA. What do you have in mind by way of immediate innovations into the program?

Mr. BRAY. The most immediate innovation is in the form of books in tape cassettes, tape confined in a small box, as it were, instead of unravelling the way open tapes do. Another prospect is books on phonograph records at slower rates of speed.

We now do most of our periodicals on 8 RPM records. The slower a record goes around, the more reading you can get on it. I think this is definitely a trend. We have interesting prospects on perhaps getting a substantial amount of braille from the computer tape that printed the book that we now want to put into braille. We are investigating this technique.

For the instructional area, the textbook realm, for example a blind person studying to be a lawyer, must listen to hundreds of hours of special textbooks on tape. There is a way of accelerating this tape and compressing time required to read it, if you will. We can speed that up and still have it coherent. This is another interesting development; compressed speech.

Senator MONTOYA. Do you intend to do that during the course of the next fiscal year?

Mr. BRAY. The compressed speech service is available now from the University of Louisville, Louisville, Ky. Our division had a hand in some of the technical developments involved. The other aspects I mentioned will be going on this year; that is correct.

TEXTBOOKS ON TAPE

Senator MONTOYA. Do you intend to develop some texts on tape?

Mr. BRAY. We will continue to exert leadership in this area.

Senator MONTOYA. You are going to provide them?

Mr. BRAY. Only so far as we train volunteers and stimulate the development that way. The increases that have been requested for book money this year are for our general reading program.

Senator MONTOYA. For what you have been doing in the past?

Mr. BRAY. That is correct.

Senator MONTOYA. Would you insert in the record a brief explanation of just exactly what you are doing on this program and what you think should be done by way of innovation in future years?

Mr. BRAY. Yes, sir; Mr. Chairman. I will.

CURRENT OPERATIONS AND INNOVATIONS FOR THE IMPROVEMENT OF SERVICE IN FUTURE YEARS

The Division for the Blind and Physically Handicapped of the Library of Congress is responsible for administering a national program to provide reading materials in formats which can be used by blind and physically handicapped residents of the United States and its outlying areas who cannot use ordinary printed materials.

It provides free on loan books and magazines in braille or recorded form, and sound reproducers. It also provides catalogs of available materials and other publications. All are included in free mailing privileges. The books and magazines are distributed to 43 regional libraries throughout the country which assume responsibility for their circulation to individual readers within specific areas. The sound reproducers are distributed by 55 state agencies and libraries. The Division maintains the National Collections of braille and recorded books. Any reader who cannot be served adequately by his regional library or who needs a special type of material or advisory service may call upon the National Collections for assistance. All other libraries may also draw upon the resources of these collections.

It is the policy of the Division to provide in braille and recorded forms a balanced collection of books and magazines which are produced for the Library by non-profit organizations whose activities are concerned primarily with the blind and physically handicapped. The Music Library of the Division contains over 18,000 volumes (approximately 55,000 titles) of braille musical texts and scores, as well as recordings on tape and discs, of an instructional nature. More than 1,300 students and seriously interested musicians are using this service.

The Division conducts a program for organizing and coordinating the services of sighted volunteers, instructing them in braille transcription and coordinates the efforts of other volunteers who record books on tape. It also trains blind persons to become professional proofreaders of braille. It provides a reference and information service on matters pertaining to blind and other physically handicapped persons, based on a unique collection of source materials. It also conducts a continuous program of research, development, testing, and evaluation on improvements in equipment and services.

There are many physically handicapped persons, and blind persons with other handicaps, using talking books. Voluntary organizations concerned with specific disabilities are active in referring eligible persons to the program. These include multiple sclerosis, cerebral palsy, Parkinson's disease, muscular dystrophy, manually crippled persons, paralyzed persons, and a variety of other disorders that prevent reading ordinary print. Librarians in the program are increasingly active in liaison with other professionals, including doctors of medicine, administrators of homes and institutions, nurses, therapists, teachers of the handicapped, and many others capable of certifying need.

A number of innovations are planned for coming years with the objective of improving and expanding services while remaining within the basic framework of the Division's mission. The coordination of the many groups of volun-

teers who produce books in braille and on tape after training by the Division will be strengthened, and the production of books related directly to standard works of national merit in subject fields important in the instruction and employment of blind or severely handicapped persons will be increased to achieve a practical level.

Just as music has received special attention in recent years, comparable effort will be placed on maps and other diagramatic material, mathematical and technical books in particular areas of instruction and employment, such as computers and foreign languages, as specifically requested. This will necessitate the development and completion of braille codes and notations not now in existence, and the publication of manuals for use in training volunteer braillists. Comparable effort will be required for techniques in tape recordings.

Because of the comparative inaccessibility of handicapped persons and their seclusion throughout the nation in all kinds of economic and domiciliary conditions, the Division must concentrate, extend, and improve its communication techniques. These include spots and releases for all public information media on a continuing basis, and the optimum use of established technologies such as the Code-a-phone, inter-state telephone networks and ham radio facilities. It is known that hundreds of blind and handicapped persons now operate the latter equipment.

The preparation and printing of publications of the Division will be automated where possible to expedite production and enable the extraction of special information on request from readers. Ways will be devised to provide enlargement prints of the vast holdings of the Library of Congress and other libraries using established photoduplication techniques for those visually handicapped readers requiring large print. Page projectors and microfilm enlargers will be adapted to use by the handicapped thereby making available print-book resources to the sighted but severely handicapped reader.

Research, development, testing, and evaluation must be performed to increase the reading time contained in standard cassettes, to improve and accelerate the duplication of tape cassettes and to attempt to reduce unit costs. The same technical effort will be applied to very thin, rapidly produced phonograph records or "sound sheets" to improve the talking book service. These parallel avenues of technical innovation will serve to define the relative roles of phonograph records and tape cassettes in their application to the great variety of reading material to be reproduced and the needs of blind and handicapped readers; *e.g.*, from weekly magazines in a great many copies for readers nationwide to a single copy of a lengthy book required by one reader. Improvements must be made in the techniques of utilizing compressed speech or rapid speech in recordings, particularly for students who must absorb large amounts of information.

The above highlights are natural and necessary envolvements of the program. Others will emerge. While these innovations, together with the regular increase in the use of the service by blind and handicapped readers will require some increases in staff, every effort will be made as in the past to utilize outside professional and consultant services.

Salaries and Expenses, Organizing and Microfilming the Papers of Presidents

JUSTIFICATION

Senator Montoya. The next appropriation item is for "Salaries and expenses, organizing and microfilming the papers of the Presidents." The budget estimate is in the amount of $118,800. I will insert in the record at this point the justification sheets.

(The justification follows:)

Appropriation: Salaries and expenses, organizing and microfilming the papers of the Presidents, Library of Congress

1969 regular bill	$112,800
Proposed supplemental due to pay increases	6,000
1969 adjusted	118,800
1970 estimate	118,800
Net increase	0

Public Law 85–147, approved August 16, 1957, directed the Librarian to arrange, index, and microfilm the papers of the Presidents of the United States in the Library's collections, "in order to preserve their contents against destruction by war or other calamity and for the purpose of making them more readily available for study and research to the fullest possible extent" consistent with any limitations placed on their use.

For fiscal year 1970, $118,800 is requested. This amount is required to maintain a staff of 13, and to continue indexing the papers of the Presidents, provide master negative microfilms and positive service copies of the material arranged and indexed, publish indexes by photo-offset in editions of 1,000 copies each, and for incidental expenses.

Of the 23 Presidents whose papers the Library has, work on 18 Presidents (Washington, Madison, Monroe, Jackson, Van Buren, W. H. Harrison, Tyler, Taylor, Pierce, Lincoln, Johnson, Grant, Arthur, Cleveland, B. Harrison, McKinley, Polk and Coolidge) was almost completed by the end of fiscal year 1968.

During fiscal year 1969, we expect to complete the preparation for publication the indexes and completed microfilms of the Theodore Roosevelt and William Howard Taft papers. "The index to the Theodore Roosevelt Papers" will be a two-volume publication of more than 1,000 pages containing 248,000 index entries; and the "Taft Papers Index" will be nearly twice as large as that of the Roosevelt Papers. Accompanying the indexes will be a 485-reel microfilm edition of the Roosevelt Papers and a Taft Papers microfilm of approximately 658 reels. Publication of these, and the index and film of the James K. Polk Papers, will complete work on 20 of the Library's 23 Presidential collections and will make available on film a total of about 1,370,000 manuscripts in these collections. Sales of Presidential film copies have been made to libraries in 44 States and four foreign countries. More than 30 libraries have all or virtually all of the 17 film publications now available.

During fiscal year 1970, work will commence on the Jefferson Papers estimated at 25,000, and will continue on the 85,000 Garfield manuscripts which have been basically arranged. The largest remaining collection, the Wilson manuscripts (ca. 278,000), nearly 200,000 index entries have been prepared for the major correspondence series, and work will continue on the remaining series.

SUMMARIZATION

Senator MONTOYA. Will you please summarize the needs for these funds.

Dr. MUMFORD. Mr. Chairman, this is a program that was approved several years ago to arrange, index and microfilm the personal papers of the Presidents. We have the main body of papers of 23. This work is nearing an end, having fully completed work on 18 Presidents, nearly completed two more, and progressing well on the remaining three. It is expected to be completed in 1971.

These two pages indicate the progress that has been made to date and what remains to be done. We would like to go ahead and complete the program.

Senator MONTOYA. Once you complete it, in order to keep it up to date, would require very little expenditure?

Dr. MUMFORD. I would not foresee a need for separate funding for keeping up to date. We do not expect to receive any further Presidential collections, and could take care of the few additions with our regular staff. We would like to ask the committee to consider continuing this program to cover the papers of other great Americans, not included in the Presidential papers, other prominent Americans. As far as the Presidential papers themselves are concerned, once the work is completed, that is it. The purpose of this program was twofold: One, to assure preservation, to have the microfilm copy of the paper; and two, to make them more widely available to other libraries or individuals.

Anyone may purchase a set of the microfilm of one or all of the Presidents if they wish to. We have sold a number of copies.

COST OF MICROFILMS

Senator MONTOYA. What do they cost?

Dr. MUMFORD. A set of the 1,148 reels of microfilm of the 18 collections completed to date would cost $11,835. Individual collections would range in price from $14 to $2,010. When the entire project is finished, a complete microfilm set for all 23 Presidents will cost in excess of $30,000.

But some libraries purchase papers of a particular President. It may fit in with their historical collection. They may not want the papers of all of them.

Senator MONTOYA. That will be all on that item.

COLLECTION AND DISTRIBUTION OF LIBRARY MATERIALS

The next item for consideration by the subcommittee is collection and distribution of library materials, special foreign currency program. We went into that a few minutes ago and I think we have covered that.

Dr. MUMFORD. The green sheets give us a summary of what this request represents. There are some decreases and some increases. Mr. Welsh can briefly summarize these.

Mr. WELSH. We would like to continue into fiscal 1970 and add a program to cover Morocco and Tunisia. Excess foreign currencies are available in those two countries. We would like to establish a program that would enable us to acquire publications from North Africa.

Senator MONTOYA. That is the only new approach under this appropriation item?

Mr. WELSH. Yes, sir.

Senator MONTOYA. To include two more countries?

Mr. WELSH. Yes, sir.

SOURCES OF ALL FUNDS AVAILABLE TO LIBRARY OF CONGRESS

Senator MONTOYA. Now, in addition to the appropriations provided to the Library of Congress in the Legislative Appropriation Act, the Library receives funds from other appropriations acts and from other sources.

I include at this point in the record pages A–2 through A–12, which give a complete description of the sources of funds available to the Library.

(The information follows:)

TOTAL FUNDS AVAILABLE, ALL SOURCES

Source	1968 Actual	1969 estimate	1970 estimate
Annual appropriations to the Library of Congress	$37,141,400	[1] $41,712,900	$44,677,800
Annual appropriations for Library buildings to Architect of the Capitol (see Schedule 1)	1,368,900	1,363,000	19,840,800
Gift and trust funds (see schedule 2)	3,237,052	3,270,207	3,270,207
Reimbursement for services performed (see schedule 3)	67,518	39,595	
Working fund advances and allocations (see schedule 4)	12,777,743	13,171,708	11,140,300
Total	54,592,613	59,557,410	78,929,107

[1] Includes $1,874,100 supplemental request for pay increase.

SCHEDULE 1.—ANNUAL APPROPRIATIONS FOR LIBRARY BUILDINGS TO ARCHITECT OF THE CAPITOL

	1968 actual	1969 estimate	1970 estimate
Structuraal and mechanical care	$1,018,900	$1,013,000	$1,052,800
Furniture and furnishings	350,000	350,000	378,000
James Madison Memorial Building			18,410,000
Total	1,368,900	1,363,000	19,840,800

SCHEDULE 2.—GIFT AND TRUST FUNDS

	1968 actual	1969 estimate	1970 estimate
Gift fund	$1,188,386	$1,200,000	$1,200,000
Income from investments	21,629	21,629	21,629
Interest on bequest of Gertrude M. Hubbard	800	800	800
Interest on permanent loan	209,778	209,778	209,778
Service fees	1,816,459	1,838,000	1,838,000
Total	3,237,052	3,270,207	3,270,207

SCHEDULE 3.—REIMBURSEMENTS FOR SERVICES PERFORMED

	1968 actual	1969 estimate	1970 estimate
For reimbursement to salaries and expenses, Library of Congress:			
Department of Agriculture	$494	$545	
Department of Commerce		80	
General Services Administration	4,873	3,655	
Information Agency	1,947	1,460	
National Institute of Mental Health		1,760	
Department of Transportation	990	742	
Veterans' Administration	2,098	1,614	
For reimbursement to Legislative Reference Service:			
House, Committee on Education and Labor		2,398	
House, Committee on Science and Astronautics	25,392	24,947	
Senate, Committee on Aeronautical and Space Sciences	11,956	2,394	
Senate, Committee on Government Operations	5,064		
Senate, Select Committee on Small Business	14,704		
Total	67,518	39,595	

SCHEDULE 4.—WORKING FUND ADVANCES AND ALLOCATIONS

Source	Project	Purpose	1968 actual	1969 estimate	1970 estimate
Department of the Air Force	Aerospace technology project	To exploit foreign language materials, primarily in the collections of the Library of Congress, and to prepare special studies to meet Air Force requirements.	$3,494,231	$3,596,845	$2,700,000
Air Force:					
Office of Scientific Research	Science bibliographic project	To prepare bibliographies in specific subject areas	57,800	60,000	----------
Directorate of Budget	Listing	Support of compilation and publication of a monthly world list of future international meetings.	15,000	19,950	----------
Department of the Army:					
Corps of Engineers	Cold regions research and engineering	To prepare a continuing bibliography on the basic properties and applications of snow, ice, and perennially and seasonally frozen ground, based especially on the collections of the Library of Congress. All items carry abstracts. The bibliography is issued in 2 forms—catalog cards and book catalogs.	82,000	66,700	78,500
Yuma Proving Ground	Bibliography	To prepare a bibilography on desert terrain environment	6,000	----------	----------
Department of Agriculture	National Agricultural Library	To prepare a bibliography on pest control	----------	77,500	----------
Atomic Energy Commission	Bibliography	To prepare a bibliography in a specific subject area	19,563	18,341	----------
	Listing	Support of compilation and publication of a monthly world list of future international meetings.	5,000	----------	----------
Department of Commerce	do	Supoprt of compilation and publication of a monthly world list of future international meetings.	5,000	----------	----------
	Clearinghouse for Federal scientific and technical information.	For a bibliography on isotope separations	2,363	3,304	----------
	Office of State Technical Services	For the establishment of STS referral services	60,000	----------	----------
Department of Defense	Defense research project	To prepare studies based on the examination of materials primarily in the collections of the Library of Congress.	2,883,000	3,346,000	3,681,000
U.S. Arms Control and Disarmament Agency	Bibliography	To prepare a bibliography on arms control and disarmament	159,200	147,800	160,800
Department of Health, Education, and Welfare	do	Continuation of the compilation by the Library of Congress of a bibliography on air pollution.	3,400	6,188	----------
	National program for acquisitions and cataloging.	For the acquisition and cataloging of library materials under part C of title II of the Higher Education Act of 1965.	5,000,000	5,000,000	4,500,000
	Cyrillic bibliographic project	Compilation of subject and topical information obtained from publications currently received for the collections of the Library of Congress.	478,000	500,000	----------
	Listing	Support of compilation and publication of a monthly world list of future international meetings.	30,000	60,000	----------
	National Institute of Mental Health	To prepare a bibliography on riots: Cause and prevention	495	----------	----------
Department of the Interior	National atlas project	To cover the services of a geographer to head the national atlas project for the Geological Survey.	2,588	----------	----------

National Aeronautics and Space Administration.	Bibliography	To prepare bibliographies in specific subject areas	178,433	144,400	.....
National Science Foundation	Listing	Support of compilation and publication of a monthly world list of future international meetings.	16,450	21,280	.....
	Center	To establish a National Scientific and Technical Referral Center	135,000	.....	.....
	Bibliography	To provide an abstracting and indexing service for current Antarctic literature.	51,800	81,300	.....
Department of the Navy	Science bibliographic projects	To prepare bibliographies in specific subject areas	27,000	.....	.....
Smithsonian Institution	Listing	Support of compilation and publication of a monthly world list of future international meetings.	1,000	1,330	.....
Department of Transportation	Coast Guard	To prepare a bibliography on search and rescue, survival and emergency procedures.	.....	770	.....
Permanent Committee on the Oliver Wendell Holmes Devise Fund.	Oliver Wendell Holmes Devise Fund	For the preparation of a history of the Supreme Court	20,850	20,000	20,000
State Department	Listing	Support of compilation and publication of a monthly world list of future international meetings.	10,000	.....	.....
U.S. Information Agency	Overseas Information Centers—Union Catalog.	To prepare a union catalog of books sent to the foreign information center libraries. This working tool is based on inventories submitted by the foreign libraries and on the record of publications purchased by the Information Center Service, and makes use of the experience of the Library of Congress in developing and maintaining union catalogs.	33,570	.....	.....
Total			12,777,743	13,171,708	11,140,300

EXPLANATORY NOTES

Annual appropriations to the Library of Congress: These are described in the estimates and the justification of the estimates.

Annual appropriations to the Architect of the Capitol: The 2 items under this category are appropriated to the Architect of the Capitol in accordance with 2 U.S.C. 141. However, the requests for funds and actions on the use of such funds are normally initated by the Library.

Gift and trust funds: Funds from non-Federal sources are available to the Library in accordance with 2 U.S.C. 156–160 and 31 U.S.C. 725(s). Further details on the use made of such funds may be found on pp. 30–31 of the "Appendix to the Budget of the United States, Fiscal year 1970." While contributions to the gift and trust funds enable the Library to augment its services, the administration of these funds and of the programs and projects financed thereby is a charge to the annual appropriations.

Reimbursement for services performed: These are generally for details of personnel and, with minor exceptions, for work done by the Legislative Reference Service staff. Reimbursement is in accordance with 31 U.S.C. 686.

The bulk of the work performed under reimbursable arrangements is for committees of Congress or for congressional commissions. In al linstances, work is undertaken at the specific request of the reimbursing agency. In the case of work for committees of Congress, no charge is added for administration of these reimbursable details.

Working fund advances and allocations: During 1969, about 90 percent of the funds received will be from agencies in the National Defense Establishment, and the remaining 10 percent will for the most part be defense related projects. Projects financed by working funds and allocations require extensive use of the Library's collections or depend upon specialized library skills generally available only at the Library of Congress. These are the basic reasons for operation by the Library rather than by the parent agency.

However, these projects and programs are not of the type which come within the scope of the Library's normal operations and they would not be included in the functions for which a direct appropriation would be requested. They are appropriately operated under working fund arrangements in accordance with 31 U.S.C. 686.

In the case of working fund projects, the Library, by imposing a surcharge, over and above direct cost, has compensated for the administrative and other burdens of the projects. In fiscal year 1969 the surcharge of 15 percent will amount to approximately $985,000 providing for the employment of about 130 persons.

LIBRARY OF CONGRESS TRUST FUND BOARD

Senator MONTOYA. Now, according to this record which I have inserted in the record, the annual appropriation to the Congress under this budget would be $44,677,800. That would be some gift and trust funds in a total amount of $3,270,207 and working fund advances and allocations in amount of $11,140,300. Now would you explain the composition of the two items, namely gift and trust funds and working fund advances and allocations?

Dr. MUMFORD. In 1925 the Congress established the Library of Congress Trust Fund Board. The Board was authorized to accept bequests and gifts to be held in trust, the income to be used for the purpose stipulated, assuming it was an appropriate purpose, for the Library.

Over the years these have accumlated to between $5 and $6 million. They are almost entirely earmarked for specific purposes and can only be used for those purposes, such as the Coolidge Foundation and Whittall Foundation funds for musical concerts and the Whittall Foundation funds for literary programs.

There is a variety of purposes represented in these gift and trust funds.

Senator MONTOYA. You mention that these funds exist in the neighborhood of $5 million?

Dr. MUMFORD. Yes, sir.

Senator MONTOYA. How can you justify expenditure of $3,270,207 out of these trust funds?

GIFTS TO THE LIBRARY

Dr. MUMFORD. In addition to the authorization for the Trust Fund Board to accept gifts to be held in trust, the Library of Congress is authorized to accept gifts for immediate expenditure. They may be in the form of materials or money for specific purposes for immediate expenditure. Whereas in the other case the principal cannot be used, only the income. So this total figure represents a combination.

Senator MONTOYA. The $5 million is a fund that is kept intact?

Dr. MUMFORD. Yes, sir.

Senator MONTOYA. And you only use the income from that?

Dr. MUMFORD. Yes, sir.

Senator MONTOYA. Who administers that fund?

Dr. MUMFORD. The statute authorizes the Trust Fund Board to hold or to invest, to reinvest, sell, or to place in the permanent loan fund of the Treasury at guaranteed rate of interest of 4 percent. As a matter of practice over the years, the Trust Fund Board has put about everything into the permanent loan fund, so the Treasury holds it and the Secretary of Treasury is the Chairman of the Trust Fund Board.

Senator MONTOYA. What about the gifts that you receive, what do they average?

Dr. MUMFORD. The 1969 estimate was $1,200,000. We have the same estimate for 1970. This varies from year to year.

Senator MONTOYA. You have $1,200,000 and another $2 million which necessarily must be from trust fund income. How can you get $2 million income a year from a $5 million trust fund?

Dr. MUMFORD. We don't, Mr. Chairman, but the Ford Foundation, for instance, may make a considerable grant to us for a special purpose, as it did several years ago, to produce some teaching aids in the Hispanic field. That would be counted as a gift. And if the Council on Library Resources makes a grant for some study of a particular library problem, that would be counted as a gift. So the amount shown as gifts has not much relationship to the principle of the trust fund.

Senator MONTOYA. I just wanted to clarify that fund.

Dr. MUMFORD. The trust fund carries over any unexpended balances.

Senator MONTOYA. You have carryovers and incoming gifts which exceed the million and one-half in incoming gifts that you talked about a while ago.

Dr. MUMFORD. Yes, sir.

Senator MONTOYA. And therefore the income is not the balance, but rather a smaller amount.

Dr. MUMFORD. That is right.

Senator MONTOYA. I just wanted to clarify the record on that.

TRANSFERRED FUNDS

Then you have some funds which you receive from departmental grants to the Library for other purposes. Would you go into that?

Dr. MUMFORD. The Library because of its unparalleled collections, and because of the competence of the staff is asked frequently by other agencies of the Government to perform certain types of work for them based upon the use of the Library's collections.

The Department of Defense has done a great deal of this in recent years. It is a matter of abstracting journals and periodicals mainly in the area of science and technology and making these abstracts available to the scientific community. Under the Economy Act of 1930, they are permitted to transfer money to the Library for this purpose, and it supports just that activity. This also includes work that has been done for the National Science Foundation and for a number of other Federal agencies.

Senator MONTOYA. Is this what you call service fees?

Dr. MUMFORD. No, sir. That is mainly our photoduplication service, which operates as a revolving fund and charges fees for the work which it does.

TITLE II–C OF HIGHER EDUCATION ACT

Senator MONTOYA. You mentioned, I think, in private conversation, Doctor, that HEW allocated some funds to the Library.

Dr. MUMFORD. That is on A–8. Under the Higher Education Act of 1965, title 2(c) provision is made for money to be apropriated to the HEW Office of Education, to be transferred to the Library of Congress, to perform centralized cataloging. The purpose of this title is to get cataloging information out to college and university libraries promptly. There has been a great deal of duplication of effort, wasteful effort and unsuccessful effort, because many of the university libraries could not recruit catalogers with the linguistic skills necessary.

Catalogers have been a very scarce commodity for some time. In any event, it was needless and wasteful duplication. The idea was to

catalog a publication in one place, and in one place only, and have the information quickly available to all libraries that might be acquiring the publication.

That is the purpose of title 2(c), where this money is appropriated to the Office of Education and then transferred to the Library.

Senator MONTOYA. That is $5 million for 2 previous fiscal years and $4,500,000 for this next fiscal year?

Dr. MUMFORD. Yes, sir. We deplore this decrease in the administration's budget. I have testified before the appropriations subcommittee that considers the HEW budget and we hope it will be raised. The previous administration's request was $7,356,000. It has been reduced to $4½ million, which means we will have to curtail that program and benefits accruing to libraries throughout the country would be lessened considerably.

DOD PROJECT

Senator MONTOYA. You mentioned the Department of Defense. Do you also expect from the Department of Defense, when you estimate, to realize $3,681,000 this next year to prepare studies based on examination materials primarily in the collection of Library of Congress, the Defense research project?

Dr. MUMFORD. Just recently the Air Force has been curtailing some of its programs that the Library has been doing, so that the estimates we have here may be high as to what our receipts may be.

Senator MONTOYA. You are doing that all the time with different agencies and different private organizations?

Dr. MUMFORD. Not private.

Senator MONTOYA. Just public?

SCIENCE AND TECHNOLOGY DIVISION

Dr. MUMFORD. We do have a bibliography service in our Science and Technology Division that is working in cooperation with the Commerce Department Clearinghouse. So that if a private individual wants a bibliography done on a particular subject, he may deposit money with the Department of Commerce Clearinghouse and they in turn will reimburse us to do this.

Senator MONTOYA. Of course you charge sufficiently to make a little profit; don't you?

Dr. MUMFORD. It would be cost plus administrative overhead. We do charge administrative overhead for it.

Senator MONTOYA. That is where you come in.

Dr. MUMFORD. Yes; but we don't do it for the purpose of profit-making.

Senator MONTOYA. I understand that. But there is a little profit. There should be anyway. Just a little.

Dr. MUMFORD. I wouldn't disagree, sir.

Senator MONTOYA. All total, these side funds amount to $11,140,300 as projected, estimated for the year 1970.

Dr. MUMFORD. Yes; that is correct.

Senator MONTOYA. And they are approximately $2 million less than for the previous fiscal year?

Dr. MUMFORD. Yes, sir. And, from what we know as of today, they will go below that figure.

Senator MONTOYA. But because you do not depend on these funds and you do not make a profit from them, this reduction does not necessarily mean an increment in the regular appropriation because of it?

Dr. MUMFORD. No, sir. It does not relate to our regular appropriation at all. Unfortunately, we have just had to go through a reduction in staff because of this curtailment of the Air Force program. We have also had to do this with title 2(c) positions in order to make sure that we could live within the proposed budget figure of $41½ million for the centralized cataloging work.

Senator MONTOYA. What did the House do with respect to this item?

Dr. MUMFORD. They have not acted upon it yet.

Senator MONTOYA. Do you have anything else to add to this, Dr. Mumford?

FURNITURE AND FURNISHINGS

Dr. MUMFORD. We have an item that may be more appropriate to mention when you hear us in respect to the Architect of the Capitol's budget that I mentioned briefly. We are requesting that the appropriation for equipment and furniture for the Library of Congress be appropriated directly to the Library, instead of to the Architect of the Capitol. Bills have been introduced to accomplish this. The Architect is quite agreeable to this. Presently there is some duplication of effort since we prepare specifications to indicate our needs and they are gone over again in the Architect's office.

Senator MONTOYA. I am inclined to agree with you on that.

Dr. MUMFORD. But we will mention that when we come before you with the Architect's office.

Senator MONTOYA. Thank you, ladies and gentlemen.

Dr. MUMFORD. Thank you very much, Mr. Chairman, for your consideration.

STATEMENT OF GERMAINE KRETTEK, ASSOCIATE EXCUTIVE DIRECTOR, AMERICAN LIBRARY ASSOCIATION

Senator MONTOYA. The American Library Association has prepared a statement for the committee in support of appropriations for the Library of Congress and the Superintendent of Documents, which I will ask to have inserted into the record at this time.

(The statement follows:)

The American Library Association, a nonprofit educational organization of over 40,000 librarians and others interested in the development of libraries and library services, would like to urge that $44,677,800, the funds requested for the operation of the Library of Congress for fiscal 1970, be approved. This represents an increase of $2,541,000 over the amount appropriated for fiscal year 1969, but it is for essential items which are necessary if the Library is to fulfill its proper role in furthering the economic, scientific, and cultural development of the Nation.

The Library of Congress, which in effect if not in name is the national library of the United States, provides many national services that are necessary to the effective functioning of libraries throughout this country. It is in the national interest, therefore, that these highly important operations of the Library be adequately funded.

In particular, libraries are looking to the Library of Congress not only to provide intellectual stimulation but also to furnish leadership in many areas of library technology.

In this age of diversifying and expanding knowledge, automation of the storage and retrieval of the data involved is of the utmost importance. Librarians, through the availability of the MARC II tapes—cataloging information on magnetic tapes—are already beginning to reap the rewards of Library of Congress' program to automate its central bibliographic system. National leadership in this highly technical aspect of library science is essential if librarians are going to be able to cope with the information explosion and the changing needs of readers. The American Library Association is most interested in seeing that the Library of Congress receives adequate funding for this program. The money spent on this feature will benefit many libraries.

Rapidly deteriorating library materials published in the late 19th century present preservation problems to libraries throughout the country. Paper decays at a rapid rate unless preventive measures are taken. The Library of Congress, looking toward preserving for posterity its priceless national collections, has embarked upon a program for the restoration and preservation of books. The results of its experimentation in the field of preservation will be of utmost use to other libraries in meeting their preservation needs. We urge sufficient funding for this program because of its long-range national effects. It costs money, but it is necessary for saving the printed resources of the Library of Congress and indirectly benefiting all libraries.

Since 1901, librarians have depended upon the national card distribution program for the efficient cataloging of their own collections. The value of this program has increased immeasurably in the last 68 years. With the advent of the national program for acquisitions and cataloging, this service has become even more valuable. Adequate funding for the operations of the Card Division is paramount if libraries are to continue to save countless dollars in cataloging operations by subscribing to the Library of Congress card service. The ability to fill card orders promptly is necessary because libraries—especially the research institutions—must have the printed cards so that they can catalog their new acquisitions and make their books available to their readers. For this reason, the American Library Association is pleased to know that automation of the Card Division is proceeding.

No one can overstate the importance of the Library's national books for the blind and physically handicapped program. Congress wisely provided for this program many years ago and, through money appropriated to the Library of Congress, these handicapped individuals are able to have a library service similar to that of the regular public library service. The ALA has long supported enthusiastically this great program and its recommends that the funds requested, in the amount of $7,015,000, be approved.

In addition, the ALA again goes on record in support of the appropriation of the $18,410,000 in the budget request of the Architect of the Capitol, for the Library of Congress James Madison Memorial Building. We have already seen the adverse effects of geographic dispersal of the Library's operations because of its lack of space and we deplore the inevitable inefficiency of such dispersal. It affects its services to the Congress and to the country at large. This building program should proceed without any further delay. At its 1969 midwinter meeting in Washington the ALA went on record supporting funds for this bady needed building, and the following resolution was passed :

Be it resolved that the American Library Association, an educational organization with a membership of more than 38,000, hereby requests the Congress of the United States to take action early this year to make appropriations for the Library of Congress James Madison Memorial Building. It is the sense of this association that further delay in the construction of this much needed structure will seriously impair the national services of the Library that are vital to the library and research communities in this country. Delay will only add to the cost of the building because of escalating prices. In addition, the Government is now paying over $1,500,000 in rental costs yearly for the Library. It is in the interest of economy and efficiency that money for the Madison Building be quickly appropriated.

Therefore the American Library Association urges the Congress to approve the funds being requested for fiscal 1970 in order that the Library of Congress will be able to continue to provide those services necessary not only to the Congress but to the Nation's libraries and the people they serve. It is of extreme urgency that no more time be lost in bringing this important project to completion.

We also wish to reiterate our long-standing support for the Public Law 480

book procurement program carried on by the Library of Congress, which so effectively utilizes U.S. foreign currencies. This program is an outstanding example of the concept of interlibrary cooperation, since the Library of Congress in this case operates as the agency for cooperative acquisition of books and other materials from foreign lands for the use of other research libraries and their patrons.

Finally, the ALA supports the fiscal year 1970 budget request for $1,932,000 to carry on the activities and further develop the depository library system, which now includes 992 depository libraries located in all 50 States, as well as in Puerto Rico, Guam, American Samoa, the Virgin Islands, and the District of Columbia. The budget request for the Office of the Superintendent of Documents, Government Printing Office, an increase of $156,140 over the fiscal year 1969 appropriation, will enable the Superintendent of Documents to continue and improve the effectiveness of this essential program.

The additional amount requested for the depository program for fiscal year 1970 would be applied to printing and postage costs for depository libraries already established, similar costs for the estimated 40 additional depository libraries to be designated in fiscal year 1970, and the postage cost involved in mailing new non-GPO-produced publications, expected to be added to the depository distribution program during fiscal year 1970. The non-GPO documents are publications printed by Federal departments and agencies outside the Government Printing Office. They are the results, for the most part, of Government research and study, and contain data of great value for the users of libraries. These documents should be distributed as a part of the depository system.

In conclusion, the ALA, considering the various essential services specified herein, respectfully urges this subcommittee to approve the budget requests of the Library of Congress, including funds for the proposed new building, and the Superintendent of Documents for the continued operation of the ongoing activities, as well as the further development and improvement of depository library programs in the coming fiscal year.

SUBCOMMITTEE RECESS

Senator MONTOYA. The subcommittee will stand in recess until 10:30 a.m., Friday, July 18.

(Whereupon, at 4:15 p.m. Tuesday, July 15, the subcommittee was recessed, to reconvene at 10:30 a.m., Friday, July 18.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1970

FRIDAY, JULY 18, 1969

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10:30 a.m., in room 1223, New Senate Office Building, Hon. Joseph M. Montoya (chairman) presiding.

Present: Senators Montoya and Young.

GENERAL ACCOUNTING OFFICE

STATEMENT OF ELMER B. STAATS, COMPTROLLER GENERAL OF THE UNITED STATES

ACCOMPANIED BY
ROBERT F. KELLER, GENERAL COUNSEL
ELLSWORTH H. MORSE, JR., DIRECTOR, OFFICE OF POLICY AND SPECIAL STUDIES
HARRY C. KENSKY, DIRECTOR, PROGRAM PLANNING STAFF
HERSCHEL J. SIMMONS, DIRECTOR, OFFICE OF ADMINISTRATIVE SERVICES
SANFORD H. CORNETT, CHIEF, BUDGET AND FINANCE BRANCH

SUBCOMMITTEE PROCEDURE

Senator MONTOYA. The subcommittee will come to order.

The first witness here this morning will be Mr. Elmer B. Staats, the Comptroller General of the United States. We are pleased to have you here, Mr. Comptroller General.

I know you will proceed very diligently and ably to give us the information we need in order to pass on the appropriations requests that have been made of us.

Mr. STAATS. Thank you very much, Mr. Chairman. I do have a statement, if it is agreeable with you, I will read that statement and then answer questions either during the course of the statement or after, as you wish.

JUSTIFICATIONS

Senator MONTOYA. Yes. First of all, I would like to put into the record a summary of the justifications about which the subcommittee will be making inquiry this morning.

Without objection, the summaries will be made a part of the record.

(The summaries follow:)

Our budget estimates for 1970 total $63,184,000, an increase of $2,970,000 above our revised 1969 estimate of $60,214,000. The revised 1969 total includes an estimate for a requested supplemental appropriation of $2,714,000 for the pay act increases and related benefits provided by P.L. 90-206, effective July 14, 1968. The following summary table compares major items of expense for 1969 and 1970:

(In thousands of dollars)

	Revised 1969 Est.	Estimate 1970	Change
Salary	$49,879	$52,231	+$2,352
Benefits	4,100	4,291	+ 192
Travel	4,200	4,375	+ 175
Other	2,036	2,287	+ 251
Total	$60,214	$63,184	+$2,970
1969 pay increase	$2,714	$3,025	+$ 311
Costs at old rates	$57,500	$60,159	+$2,659

More detailed information will be found on page B1 and beginning on page B3.

The basic objective of GAO audit work is to promote constructive improvements and economy in Government operations. The results of our work, an important part of which is immeasurable, have generally resulted in several hundred million dollars of collections and measurable financial savings each year. Perhaps even more importantly, our work serves to inform Congress as to the actual conditions surrounding the expenditure of public funds. Our findings and recommendations are forwarded to the Congress, the Appropriations Committees, the Legislative Committees, as well as responsible agency officials, for consideration and action. We, of course, are pleased that each year the Congress makes more extensive use of our assistance in the discharge of its fiscal and legislative oversight and appropriation responsibilities.

Over 96% of our estimates are required to pay our employees, to provide their benefits, and for travel of the professional staff between their offices and other Government and contractor activities where they perform a substantial part of their work. We must continue to place special emphasis on the further gradual increase in our professional staff. We find the activities subject to our audit continue to expand. We find that to meet the expressed needs of the Congress and to improve the effectiveness of our work we must go to greater depths in some of our work. We find that we must continue to place increased emphasis on improving financial management in the Federal service. We also find that to meet our

most pressing obligations we must continue to delay work which needs our attention.

The following summary compares our staffing requirements for 1969 and 1970 and identifies our need for an average of 161 additional positions in 1970:

(Average number of positions)

	Rev.Est. 1969	Estimate 1970	Change
Accounting & Auditing:			
Professional	2,475	2,585	+ 110
Other	525	550	+ 25
Sub-total	3,000	3,135	+ 135
Transportation Div.	785	800	+ 15
Claims Div.	124	121	- 3
Other	494	508	+ 14
Total - GAO	4,403	4,564	+ 161

More detailed tables appear on pages B1 and B2.

Our staffing requirements for 1970 provide for a further gradual increase in our professional accounting and auditing positions. The increase of 110 in the average number of our professional staff and 25 supporting positions will provide additional audit coverage of the expanded domestic programs, defense activities including operations in Vietnam and the foreign assistance programs. Also, the increase in the number and dollar value of transportation vouchers will require an increase of 15 in the staff performing the audit and settlement in our Transportation Division. This work must be performed within 3 years of the date of payment.

The provision for 2,585 positions for professional accountants and auditors for Fiscal Year 1970 will enable GAO to audit Government activities approximately as follows:

- 1,275 man-years audit of civil agencies
- 1,100 man-years audit of defense activities and,
- 210 man-years audit of international programs.

GAO is confronted with an increasing workload in practically all larger agencies. To assist the Congress in maintaining effective legislative oversight of the complex of governmental operations, we have increased our capability in appraising the adequacy of program management, as well as the effectiveness or results of those programs

of substantial dollar impact and congressional interest.

Total outlays of the Federal Government in 1970 are estimated at $195.3 billion, an increase of $16.4 billion over 1968 and $11.6 billion over 1969. Clearly, GAO cannot expect, with its present staff, to review all important aspects of program administration throughout the Government. We therefore concentrate as much as possible on the activities which will be most responsive to congressional interest and opportunities for increased efficiency and improvements in management controls and operations.

During the last half of Fiscal Year 1968 and the first eight months of this fiscal year, we have been engaged in reviewing the principal programs authorized by the Economic Opportunity Act of 1964, as amended, pursuant to the requirements of Title II of the Economic Opportunity Amendments of 1967. This represents one of the most comprehensive and complex reviews that we have undertaken and within an exceedingly tight time schedule. Approximately 250 of our staff participated in reviews of the Job Corps, Community Action, Neighborhood Youth Corps, Work Experience, Special Impact, Volunteers in Service to America, Rural Loan Program administered by Farmers' Home Administration, and the Economic Opportunity Loan Programs administered by the Small Business Administration.

We also obtained the services of three contractors to assist us through interviews with program participants, assessing program evaluation methods used by the administering agencies, making cost-benefit analyses of selected manpower programs, evaluating management information provided and recommended under Economic Opportunity Programs and in providing quantitative analysis and advice needed for an objective assessment of national effectiveness of selected programs.

Apart from the nationwide review and evaluation of the Poverty Program, we have made considerable progress towards increasing the effectiveness of our audit work by undertaking broader scope and multi-agency reviews. In many areas we believe these are more useful to the Congress. Similarly, we have placed additional emphasis on the evaluation of the effectiveness of Government programs and activities. For example, in response to a request of the Chairman, Senate Foreign Relations Committee, we made a review of the economic assistance program for non-project purposes in Colombia. Our review showed that Colombia's aggregate economic and social progress during the first five years of the Alliance for Progress (1962-1966) was less than AID and Alliance goals. Our report showed the need for AID to undertake four major actions to increase program effectiveness.

We have four other country-wide reviews in progress and we plan to undertake an additional number during Fiscal Year 1970. Our objective is to provide a comprehensive analytical report on the effectiveness of the total U. S. assistance to a given country. This can facilitate the discharge of congressional responsibility by identifying areas where economies or efficiency can be achieved.

Similarly, at the request of the Joint Committee on Atomic Energy, we have undertaken a review of the NIKE-X/SENTINEL anti-ballistic missile system. Approximately 40 members of our staff are assigned to this work on a continuing basis to provide the Committee with information and data on economy, efficiency, and effectiveness consistent with the high security nature of the program. The review covers operations of the Atomic Energy Commission and the Department of Defense. Our initial report, classified, was submitted to the Committee in September 1968.

The Department of Defense currently is procuring at the rate of about $43 billion a year, involving some 11 to 15 million contract actions. We have accordingly undertaken a number of comprehensive reviews in this area:

- pricing of negotiated contracts;
- acquisition of major weapons systems;
- negotiated contracts awarded on the basis of catalog or market prices;
- contract incentives;
- contract administration, and
- contractor procurement systems.

Broad scale GAO reviews of contract pricing are based on an examination of a number of procurements for a particular commodity or item of equipment.

In our reviews of acquisition of weapons systems we intend to determine how the military services satisfy requirements for systems contracting under the 6-broad criteria established by the Department of Defense. These criteria are to ensure that the system is necessary, reliable, cost effective, and offering high probability of success. We also plan to review the extent of competition attained in the acquisition of weapons systems, such as source selection procedures and the feasibility of increasing competition through the use of parallel development or licensing areas. Currently we are examining into the cost overruns and total cost for the C5A program for the Joint Economic Committee.

Another important and complex program we have undertaken is the feasibility study of applying uniform cost accounting standards (UCAS) to be used in all negotiated prime contracts and subcontract defense procurements of $100,000 or more. Public Law 90-370, approved July 1, 1968, provides that the Comptroller General, in cooperation with the Secretary of Defense, and the Director, Bureau of the Budget, conduct this study and report to the Congress by December 31, 1969. We have begun consultations with representatives of the accounting profession and with many types of industries affected, such as electronics, food, aerospace, steel, aluminum, machinery, and scientific instruments. Our study is directed to the feasibility of applying uniform cost accounting standards as a means of enhancing the comparability, reliability and consistency of cost data used for procurement through negotiated contracts. We are

hopeful that our study will develop possibilities for greater consistency in accounting practices useful for Government, for industry, and the accounting profession.

Another important GAO program underway is a study of research contracts and grants. The requirement for this study originated in Conference Report, House Report No. 1970, Department of Defense Appropriations bill for Fiscal Year 1969. The study is being performed in 13 colleges and universities, 2 hospitals, and 2 independent, not-for-profit research institutions, by our staff in 6 regional offices.

The objectives of this study include:

- a determination of the feasibility of establishing a uniform formula for indirect costs of research grants and contracts;
- the reasons for the current wide variations on indirect costs;
- the feasibility of cost-sharing in lieu of an indirect cost limitation;
- the need for revisions in applicable cost principles; and, the feasibility of having one research grant in lieu of both contracts and grants.

Federal aid to State and local governments is expected to triple in the present decade--from $7 billion in 1960 to $25 billion in 1970. The increase in the number and scale of Federal aid programs reflects the high priority given to investments in human resources. Consequently, we have provided for additional audits of new and expanded programs for health, education, manpower training, housing, welfare, and community development. We also have allocated more staff to audits in agriculture, commerce, natural resources and transportation.

At the end of Fiscal Year 1968, the Department of Health, Education, and Welfare was operating more than 200 separate programs which were being financed by appropriations of $13.3 billion and expenditures of about $28.4 billion from the Social Security Trust programs. During 1970 we plan to increase our audit of HEW programs and activities.

Because of the continued expansion of the Medical Assistance Program (Medicaid), the rapidly rising cost of medical care, and the expressed interest of the Congress in such medical assistance programs, we need to provide additional audit effort in this area. Also, we plan additional audit emphasis on the Health Insurance for the Aged Program (Medicare). We expect to inquire into special Medicare costs which might be subject to abuses such as depreciation charges and the cost of voluntary services, and to examine into certain aspects of the claim payment activities under the supplementary medical insurance program.

Another important area where there is need to accelerate GAO work is in the Department of Housing and Urban Development. The Housing and Urban Development Act of 1968, approved August 1, 1968, added about a

dozen major programs to the more than 60 programs and activities already being administered by that department. The 1968 Act substantially expands a number of HUD's existing programs and establishes new concepts of Federal assistance, involving mortgage interest subsidies, riot and flood insurance operations, and additional types of loans and grants.

Our audit coverage in the housing area has been greatly expanded by congressional requests. During the past two years more than 50 percent of our congressional reporting emanated from specific requests of committees or individual members. These involved matters mainly in the areas of urban renewal, mortgage financing, and housing assistance.

We plan to review the Model Cities Program and other programs in the urban renewal area, such as code enforcement, relocation neighborhood facility grants, and interim assistance for blighted areas.

Improving financial management practices within the Federal Government continues as a high priority assignment at GAO. We anticipate applying more than 200 man-years of effort during Fiscal Year 1970 to assist the executive departments and agencies in developing acceptable accounting systems and to the review and approval of these systems.

We are cooperating with the Department of Defense in the implementation of its new accounting system for operations. At 45 sites of its constituent military services and agencies we are participating in the installation of the new system and are surveying the operation of one or more of its segments, as follows: budget formulation and execution; administrative control of operating budgets; accounting; service units; and reporting.

Other accounting systems at various stages of design within the Department of Defense, such as the accounting systems for research and development, industrial and stock funds, procurement, and military pay, will continue to receive our attention.

We continue to make progress in the accounting systems area within the civil departments and agencies, including those administering programs of international scope. In large measure this is due to our efforts to establish sound working relationships with responsible agency personnel as a basis for cooperative assistance in designing adequate accounting systems which conform to our requirements. An agency where this cooperative technique is contributing to good progress is the Department of Agriculture where five approved accounting systems are in operation and current plans call for the submission or resubmission of seven complete systems for our approval during Fiscal Year 1970.

In the area of financial management, we have reviewed the adequacy of the internal audit function in most of the major Federal departments and issued some 30 significant reports. Some ten additional reports are expected to be issued during Fiscal Year 1970. Partly as a result of our

efforts, a number of steps have been taken toward more effective internal audit systems in many Federal agencies.

Also included within the broad framework of financial management is the significant and long-range cost reduction and management improvement program established by Presidential directive in March 1965 and outlined in the Bureau of the Budget Circular No. A-44. In view of our keen interest in the efforts of Federal agencies to improve Government operations, we have initiated or plan to initiate selected reviews of the cost reduction programs of 21 executive departments and agencies. A report to the Congress consolidating our work within five of the above departments and agencies is expected to be issued in the near future.

Our work in response to specific requests from Congressional Committees and from individual members of Congress has continued to increase. By periodically exchanging information and views in informal meetings with their Committee staffs, we make a concerted effort to identify areas of current interest and concern so that we may direct our efforts to those areas. During Fiscal Year 1970 we contemplate that nearly 425 professional staff members--about 16 percent of the total--will be involved in assignments resulting from specific requests from members, Committees, or the Congress as a whole or assignment of staff members to Committees.

The following table is provided to illustrate the change in the staffing structure of the General Accounting Office over the 10 year period shown.

Employees on rolls on June 30

Year	Total	Professional Accounting Auditing & Mgmt. Staff	Professional Legal Staff	Transportation Division 1/	Claims Division	Fiscal & Other
1960	5074	1858	108	1190	444	1474
1961	4990	2015	108	1116	346	1405
1962	4763	2017	107	1029	305	1305
1963	4659	2179	104	954	258	1164
1964	4350	2163	104	858	226	999
1965	4278	2300	99	789	158	932
1966	4148	2311	99	727	147	864
1967	4216	2359	98	735	142	882
1968	4310	2486	96	725	126	877
1969 est. 2/	4595	2645	107	775	126	942
Net Change	-479	+787	-1	-415	-318	-532
1970 est. 2/	4728	2755	116	775	123	959

1/ Excludes management staff.
2/ Authorized permanent positions, some may be vacant on June 30.

1969 BUDGET REQUEST

Senator MONTOYA. You may proceed to summarize or highlight your statement. Then I will ask you some questions after you do so.

Mr. STAATS. Thank you. We appreciate the opportunity to appear here today in behalf of the budget request of the General Accounting Office. Just to summarize, our budget appropriation for 1969 was $57,500,000. Our request, revised request, estimate includes a pay increase which is effective this last year and our supplemental on that was $2,714,000. That was the cost of the pay increase.

So, that made the total revised estimate for fiscal year 1969, $60,214,000.

1970 BUDGET REQUEST

The fiscal year 1970 estimate of $63,184,000 represents therefore, an increase of over the 1969 revised estimate of $2,970,000.

This increase, which does not include provision for the pay increase to become effective July 13, which is this week, is made up of the following principal items.

Additional cost of the pay increase effective July 14, 1968, to put it on a that is last year's increase, to put it on a full year's basis, $108,000, and periodic step increases, $778,400 and an increase in the number of professional accounting and auditing staff, 110 man-years, and grade promotions, which amounts to about $300,000, making a total for the professional staff of $1,170,300.

Then we have an increase in the clerical support for professional staff, 25 man-years; an increase in the transportation audit staff, 15 man-years; and then other net increases in staff of 11 man-years; and grade promotions for these staffs, which is $255,300.

Then we have an increase in the mandatory personnel benefits associated with the above items, $191,600, an increase in travel to cover projected increase in professional staff, $175,000.

And then to provide for the development of an internal management information system, which we will describe later, of $200,000.

1969 SUPPLEMENTAL REQUEST

Subsequent to the submission of our 1969 supplemental request of $2,714,000, for the costs of the general pay increase which was effective July 14, 1968, we reviewed our current budget position. We advised the House Legislative Subcommittee on February 18, 1969, that we could absorb an additional $500,000 of this pay increase cost.

In May, we again analyzed our budget position and on May 19, 1969, advised the Senate Appropriations Committee that we can absorb another $100,000 of the pay increase cost.

This reduces our need for 1969 supplemental funds to $2,144,000. Much of this reduction is a result of recent concentration of our work, particularly in connection with OEO, in urban areas local to our regional offices. This has temporarily reduced our need for budgeted travel funds and the resulting savings, together with a savings from a small increase in employee turnover, can be applied toward the pay increase costs.

STAFF INCREASE

The President's Budget, submitted to Congress in January, contemplates total outlays for fiscal year 1970 of $195 billion. This figure, of course, changed with the ceiling. According to the budget this was an increase of $97 billion since 1961. The operating budget of the General Accounting Office for the same period increased from $40.9 million to an estimated $63.2 million, or $22.3 million. This means that during this period the GAO budget increased 54 percent while the budget for the Government as a whole increased nearly 100 percent.

It is evident that we cannot expect, with our present staff, to review all important aspects of program administration throughout the government. We are confronted with an increasing workload in practically all larger agencies.

To insure the most effective use of our staff and to assist the Congress in maintaining effective legislative oversight of governmental programs and operations, we have increased our capability to examine the adequacy of program management and evaluate the effectiveness or results of those programs of heavy dollar impact and congressional interest.

Our work in response to specific requests from congressional committees and from individual Members of Congress has continued to increase. During the past 2 fiscal years, for example, our staff effort involved in assignments resulting from specific congressional requests, has increased from 238 man-years in 1966 to 445 man-years in 1968, an increase of 207 man-years or nearly 90 percent.

ASSISTANCE TO THE CONGRESS

This increase in our congressional assistance work is slightly more than the net increase in our professional staff for the same period—170 man-years. During fiscal year 1970, we contemplate that nearly 500 professional staff members—about 18 percent of the total—will be involved in assignments resulting from congressional requests or assignment of our staff to committees.

By periodically exchanging information and views in meetings with their staffs, we make a concerted effort to identify areas of current interest and concern, so that we may direct our efforts to those areas. For example, in response to a request of the Chairman, Senate Foreign Relations Committee, we made a review of the economic assistance program for nonproject purposes in Colombia.

Our review showed that assistance was not tailored to levels of performance, and there was a serious lack of basic data upon which to make decisions. We made recommendations to AID for actions in four major phases for improving the effectiveness of the programs.

PROPOSED INCREASE IN PROFESSIONAL STAFF

We continue to place special emphasis on the further gradual increase in our professional staff as the activities subject to our audit continue to expand. Our overall need for increased staff arises essentially from the fact that with growing Federal outlays, we do not

have sufficient staff to cover our Governmentwide statutory responsibilities. We find that to meet our most pressing obligations, we must continue to defer or delay work which needs our attention.

The policy we have followed through the years has been to recruit top quality graduates of the universities and colleges. Our experience over the past 10 years has been that we are able to recruit annually about 350 students of prime quality. We could have lowered our standards for recruitment and obtained a greater number of graduates, but with less potential to develop rapidly to positions of competence and responsibility.

However, even with quality students it takes several years to develop junior staff members to their full potential. In spite of losses to other Government agencies, public accounting and private industry, we have been able to gradually increase the professional staff. During fiscal in year 1968, our net increase in professional staff was 131 man-years.

During the 8-year period from June 30, 1960, to June 30, 1968, we increased our professional accounting and auditing staff from 1,850 to 2,450, a net increase of 600 or 32 percent. This increase is offset by a reduction of 1,364 in other areas from 3,224 to 1,860 for the same period.

We expect to have 2,715 professional accounting and auditing staff members by June 30, 1970, giving a 10-year increase of 865 or about 47 percent.

TRAVEL

Our work requirements for 1970 will require travel estimated to cost $4,375,000, an increase of $175,000 above our 1969 revised estimate of $4,200,000. The effective examination of the activities of Federal agencies and contractors, requires that audit and investigative work be done at Federal agency offices and installations and contractors' plants, located throughout the United States and numerous locations abroad.

During 1968 we performed about 1,800 reviews and audits in the United States and in 43 other countries. We worked at about 1,030 non-Federal locations such as State and local government offices, universities, and plants and offices of private contractors. More detail concerning our travel requirements appears in our justification material beginning on page B9.

GENERAL PERFORMANCE HIGHLIGHTS

During fiscal year 1968, about $233 million in revenues and savings were attributable to actions taken or planned, resulting from the work of our office compared to $190.1 million for 1967.

This amount includes:

$19.6 million in refunds and collections;

Over $30 million representing 1 year's value of savings and revenues which we expect will recur in future years; and

$182.9 million in nonrecurring savings in planned or current programs.

Approximately $144.6 million of the total savings and revenues were achieved through improvement of Government supply management and procurement.

Many other important savings and management improvements, not

readily or fully measurable in dollars, resulted from actions taken by Federal agencies where the needs were brought to their attention through General Accounting Office audits.

We have included a few examples of this type in our justification material beginning on page A11.

Our justifications and our annual report also contain details concerning our accomplishments during 1968. Briefly—

We issued 1,153 audit reports, including 388 reports to the Congress, committees or Members of Congress and 765 reports to other Government officials.

We undertook approximately 1,800 audits and reviews of selected Government activities and programs throughout the United States and in 43 foreign countries.

We audited 4.9 million freight shipments and 2.9 million passenger movements for which the Government has paid about $2.1 billion.

We collected about $15 million in transportation overpayments, and settled almost 23,000 claims from public carriers against the United States for amounts totaling $9.3 million or $2 million less than claimed.

We disposed of over 13,800 general claims against the United States for amounts totaling $61 million, adjusted and settled over 16,000 claims by the United States, and collected over $2.9 million from debtors.

We handled over 4,900 decisions and other legal matters, including 647 legislative and legal reports to committees and Members of Congress and 61 reports to the Bureau of the Budget.

We testified before congressional committees on 33 occasions.

We have made considerable progress toward increasing the effectiveness of our audit work by undertaking broader scope and multiagency reviews. In many areas we believe these are more useful to the Congress. Similarly, we have placed additional emphasis on the evaluation of the effectiveness of Government programs and activities.

OFFICE OF ECONOMIC OPPORTUNITY REVIEW

During the last half of fiscal year 1968 and the first 8 months of this fiscal year, we have been engaged in reviewing the principal programs authorized by the Economic Opportunity Act of 1964, as amended, pursuant to the requirements of title II of the Economic Opportunity Amendments of 1967.

This represents one of the most comprehensive and complex reviews that we have undertaken and within an exceedingly tight time schedule.

Approximately 250 of our staff participated in reviews of the Job Corps, community action, concentrated employment program, Neighborhood Youth Corps, work experience, special impact, Volunteers in Service to America, rural loan program administered by Farmers Home Administration, and the economic opportunity loan programs administered by the Small Business Administration.

We also obtained the services of three contractors in this study to assist us through interviews with program participants, assessing program evaluation methods used by the administering agencies, making

cost-benefit analyses of selected manpower programs, evaluating management information and in providing quantitative analysis and advice needed for assessing the effectiveness of selected programs.

We submitted our overall report to the Congress on March 18, 1969, and expect to issue about 50 supplementary reports on the reviews on individual examinations made at various program sites throughout the country.

COUNTRYWIDE FOREIGN ASSISTANCE REVIEWS

I mentioned earlier our report to the Chairman, Senate Foreign Relations Committee, on assistance to Colombia. We have, meanwhile, issued a report to the Congress on Korea, and have six other countrywide reviews in progress. Our objective in these cases is to provide a comprehensive, analytical report on the total U.S. assistance to a given country. We believe these can be helpful to the Congress in identifying areas where economies or efficiency can be achieved.

We have begun to make reviews of U.S. participation in international organizations, and have recently sent reports to the Congress on U.S. participation in the World Health Organization and the Organization of American States.

NIKE–X/SENTINEL REVIEW

At the request of the Joint Committee on Atomic Energy, we have undertaken a review of the Nike–X/Sentinel antiballistic missile system. Approximately 30 members of our staff are assigned to this work on a continuing basis to provide the Committee with information and data on economy, efficiency, and effectiveness consistent with the high security nature of the program.

The review covers operations of the Atomic Energy Commission and the Department of Defense. Our initial report, classified, was submitted to the committee in September 1968.

UNIFORM COST ACCOUNTING STANDARDS

Another important and complex program we have undertaken is the feasibility study of applying uniform cost accounting standards (UCAS) to be used in all negotiated prime contracts and subcontract defense procurements of $100,000 or more.

Public Law 90–370, approved July 1, 1968, provides that the Comptroller General, in cooperation with the Secretary of Defense, and the Director, Bureau of the Budget, conduct this study and report to the Congress by December 31, 1969.

We have consulted with representatives of the accounting profession and with many types of industries affected, such as electronics, food, aerospace, steel, aluminum, machinery, and scientific instruments.

Our study is directed to the feasibility of applying uniform cost accounting standards as a means of enhancing the comparability, reliability, and consistency of cost data, used for procurement through negotiated contracts. We are hopeful that our study will develop possibilities for greater consistency in accounting practices useful for government, industry, and the accounting profession.

RESEARCH CONTRACT AND GRANT STUDY

Another program is our study of research contracts and grants. The requirement for this study originated in conference report, House Report No. 1970, Department of Defense appropriations bill for fiscal year 1969. In carrying out this study, we performed work in 13 colleges and universities, two hospitals, and two independent, not-for-profit research institutions.

Six of our regional offices participated in this study.

The objectives of this study include:

—a determination of the feasibility of establishing a uniform formula for indirect costs of research grants and contracts;

—the reasons for the current wide variations on indirect costs;

—the feasibility of cost sharing in lieu of an indirect cost limitation;

—the need for revisions in applicable cost principles; and the feasibility of having one research grant in lieu of both contracts and grants.

ACCOUNTING AND AUDITING PROGRAMS

The expanding requirements for services from the Federal Government, the enactment of new national programs for social, economic, and health purposes, and the significant resources devoted to our defense efforts and international commitments have placed additional heavy responsibilities upon our office.

During the fiscal year 1970, we plan to direct special attention, through our accounting and auditing programs, to those areas of particular financial significance and Congressional interest.

DEFENSE ACTIVITIES

We contemplate scheduling approximately 1,100 man-years of our professional staff on reviews and examinations in the major functional areas of defense activities, including procurement, supply management, manpower, research and development, facilities and construction, support services and management control systems. In fiscal year 1970, defense outlays are estimated as amounting to $81.5 billion, or about 42 percent of the total federal budget of $195 billion.

The magnitude and complexity of the operations of the Department of Defense require that we place extremely heavy responsibilities upon our staff. For example, in the area of procurement alone, the Department of Defense is awarding contracts for weapon systems and related equipment and supplies at the rate of about $43 billion a year, involving some 11 to 15 million contract actions. We have accordingly undertaken a number of comprehensive reviews in this area on such matters as:

Pricing of negotiated contracts; acquisition of major weapons systems; negotiated contracts awarded on the basis of catalog or market prices; contract incentives; contract administration, and contract procurement systems.

WEAPONS SYSTEMS

REVIEWS OF ACQUISITION

In our reviews of acquisition of weapons systems we intend to determine how the military services satisfy requirements for systems

contracting under the six-broad criteria established by the Department of Defense. These criteria are to insure that the system is necessary, reliable, cost effective, and offering high probability of success.

We also plan to review the extent of competition attained in the acquisition of weapons systems, such as source selection procedures and the feasibility of increasing competition through the use of parallel development and compulsory licensing.

Apart from these programs, we are currently involved in assisting congressional committees and Members is some 32 individual requests relating to defense procurement matters.

For example, we are providing information and assistance to the chairman, Senate Armed Services Committee, on the committee's investigation into three major weapon systems—the Army Cheyenne Helicopter, the Air Force SRAM air-to-ground missile and the Navy Condor air-to-ground missile. We recently completed our examination into the cost overruns and total cost for the C–5A program.

Status and Development Reports

I would like to say, just to bring our statement up to date, in connection with the major weapons systems, we plan to monitor the progress of weapons systems development, including the accuracy of departmental status reports, which they are planning to make to the Congress.

At the beginning, this work will be directed toward acquiring current information pertaining to costs, schedules and the performance of these systems, making comparisons with initial estimates and determining the reasons for significant changes.

We plan to report annually to the Congress on our work in this area. We are initially selecting between 60 and 70 weapons systems for our original effort. But we expect to make a final decision on the exact number as we are able to obtain additional information from the services, because our test here is going to be to review those programs where the research and development costs will be in excess of $25 million on production costs in excess of $100 million.

At the present time, we don't have an exact inventory of how many weapons systems are involved.

DOD Quarterly Report

Senator Young. Has a new policy been developed by Secretary Laird in procurement? Haven't they come out with some new requirements in a new policy?

Mr. Staats. They are developing a reporting system for the Armed Services Committees, in which they are going to attempt to provide on a quarterly basis, if I understand it correctly, information with respect to the status of certain major weapons systems.

Senator Young. Are you working with them?

Mr. Staats. We are working with them. We are meeting with Secretary Laird and Secretary Packard within a few days to relate our efforts.

GAO Report

We hope to be able to provide the Congress at the beginning of the year with a report on the status of the major weapons systems, with particular reference to cost overruns or possible cost overruns,

any indicated slippages in schedules and any variance from the specifications in contracts with the latest tests on performance.

We don't want to duplicate what they are doing. We want to take advantage of what they are doing.

So we hope to come into agreement with them as to what weapons systems we will include in our report. I think it is their desire to include anything that we are interested in and we in turn would hope that we could use whatever information they develop through their system.

But we want to make an independent report, and an independent analysis for the Congress. We want to audit in detail a certain number of cases if there are indicated problems so as to be able to review in greater depth the cause of problems which may have developed, for example the C–5A air transport.

INFLATIONARY COST IN GOVERNMENT CONTRACTS

Senator YOUNG. In all of these Government contracts in the construction and procurement of weapons the contractor is not allowed to take into account any inflationary costs, or is he?

C–5A CONTRACT

Mr. STAATS. This varies from contract to contract. In the case of the C–5A, the initial contract included anticipated price increases through calendar year 1967. But it did not make provision for price escalation in the calendar year 1968 or in subsequent years. A special provision was written into the contract which provided that extraordinary price escalation would be taken into account. As you will recall, the contract provided for an initial buy of 58 airplanes and the option was to pick a second buy or second run buy of 57 additional airplanes, with the provision that there would be arrangements for revising the price on the second buy, depending upon costs incurred in the first production run.

This was a fixed price incentive contract as you probably know. It is a complicated formula, but it provided in substance that if the cost on the first buy exceeded the target price by 130 percent, the target price for the second run would be increased by 1.5 percent for each 1 percent the costs exceed the ceiling for run A. If it exceeded the target cost by as much as 140 percent, then 2 percent is used rather than the 1.5 percent to arrive at the new target price.

There has been an issue between the Defense Department and the contractor as to whether the extraordinary price inflation factor should be added before or after you calculated the price for run B. This is still an unresolved issue between the Air Force and the contractor. But it was a complicated formula developed because it was a single package procurement where they contracted with Lockheed to do the research and development starting with performance specifications and the contract requiring that Lockheed deliver aircraft on a certain schedule.

INCENTIVE TO INFLATE COST

Senator MONTOYA. If the new price for the second stage is triggered by a certain percentage, say 130, occasioned by the first stage in cost, doesn't this triggering criteria provide an incentive for the contractor to inflate his cost in the first stage of the contract?

Mr. STAATS. This has been argued that it might have this effect.

Senator MONTOYA. If so, what protection is afforded the Government against inflated cost accounting?

Mr. STAATS. It does present a problem. The expectation was that the target price be established in such a way as to create a maximum incentive for the contractor to keep his costs down. If he stayed below the target price then he stood to gain substantially by way of additional profit.

As it developed, though, he has exceeded not only the target price but the ceiling price which was the maximum price the Government is obligated to pay.

Senator MONTOYA. Have you had any representative audits to indicate this situation?

Mr. STAATS. We have had staff working on the C–5A contract since last January. We testified before the House Armed Services Committee about 3 weeks ago on this. I don't think we could testify that there was any deliberate effort to buy in the sense that he deliberately lowered his estimate as against his known costs for materials or facilities and equipment, at the time he entered into the contract.

To back up, I think the question of reverse incentive arises only after he has exceeded his ceiling price. Because after that under certain conditions, he no longer has the incentive to keep his cost down.

If he exceeds 130 percent, then he is obviously going to increase the target for the second buy.

CONTRACTOR RISK

But he does run the risk that the second buy does not take place. There is no requirement on the part of the Government to procure beyond run A.

Senator MONTOYA. If he has done the basic research in tooling, wouldn't it be propitious for the Government to go ahead with him rather than to enter into a new contract? He is almost locked in.

Mr. STAATS. He is locked in but the Government would still have the option of not making the second buy.

Senator YOUNG. That is the case of the Cheyenne?

Mr. STAATS. They cut out the production contract on the Cheyenne. They continued the R. & D. contract.

C–5A CONTRACT

Mr. KELLER. Mr. Chairman, it is my understanding on the point you mentioned, that the contractor could get increased costs, starting with about the 92d plane. We have not reached that point. There, it might pay him to have incurred additional costs under the first run. As I understand it, he has a firm order for the 58 planes in the original run and Congress is now in the process of authorizing funds for 23 additional planes.

Senator MONTOYA. As I understand, there are two stages in that contract, two initial stages.

Mr. STAATS. Run A and Run B.

Senator MONTOYA. Yes.

Mr. STAATS. And a small number of planes in run C.

ADJUSTMENT OF CONTRACT PRICE

Senator MONTOYA. But in that contract, there is also provision for changing specifications, or for unforeseen cost circumstances. He can come in for an adjustment of his contract at different stages. Is that right?

Mr. STAATS. That is right. Of course, I think it would be true with any contract where the specifications are changed. Then the contractor is going to ask for changes in price.

Senator MONTOYA. I am speaking of the two situations, one where the specifications have been changed. They have to be changed and the cost estimate for the change has to be agreed upon no doubt between the Government and the contractor.

The other is another provision that is usually in a contract, or, if it is not specifically in a contract, it pervades the period of the contract with respect to Government procurement which enables the contractor to negotiate for unforeseen costs of material or costs of services that were not contemplated in the initial contracting.

There is such provision?

Mr. STAATS. Yes.

Senator MONTOYA. That requires mutual consent but that leaves the door open for him to come to the Government for additional compensation.

C–5A CONTRACT

Mr. STAATS. The reason it is difficult to answer your question, sir, is that there is not agreement between the Air Force and the contractor as to what his actual costs will amount to, because they have only produced five airplanes.

The Air Force is much more optimistic than the contractor at this point as to the costs for the second buy, the second option. The budget for 1970 includes funds for 23 additional airplanes. This has been recommended favorably by the Senate Armed Services Committee in the procurement authorization bill.

But by agreement, they will not arrive at the price of the 23 additional airplanes until after the end of the first production run, which will be 1970.

Senator MONTOYA. And involve how many planes?

Mr. STAATS. The first production buy will be 58, including the five research and development planes.

Senator MONTOYA. After that time, it will be on a cost-basis-plus.

Mr. STAATS. So that under this procedure, we won't know the actual effect of this formula until the end of the production on the first run some time next year.

TOTAL PACKAGE CONTRACTS

Senator YOUNG. Is this total package concept a good method to contract?

Mr. STAATS. In theory, or in principle, the objective is good. We wouldn't quarrel with the objective. We must try to avoid the situation where a contractor gets locked in through his research and development, as the Chairman referred to, and then the Government being in a disadvantaged position in negotiations for production.

The objective was probably a good one.

As it turned out, though, it was probably an unwise decision in this case. The Government committed itself and the contractor committed himself—I say unwise probably from the standpoint of both the Government as well as the contractor—before the design of the airplane had been fully determined.

The cost overrun in the C–5A appears to be more from the problems of design rather than from price inflation.

Senator YOUNG. How does this differ from their program of the SST we have been proceeding with sporadically?

Mr. STAATS. The SST—there were two designs developed; one design was by Boeing and the other one by Lockheed. The Boeing design was accepted and the contract provides for the construction of two flyable prototypes before production begins. We would not suggest that a dual prototype, for the second C–5A type aircraft would necessarily have been required. But there were certain new features with respect to the C–5A that probably would have warranted going through a research and development stage before there was commitment on either side as to the production price. For example, this airplane was supposed to land on rough ground. It was supposed to land on a very short runway. The load specifications were much higher than previous aircraft.

The company felt that the technology that they had developed on the C–141 would carry over. This factor turned out to have been a major part of the problem.

MAJOR PROCUREMENT CONTRACTS

CONTRACTING OBJECTIVES

Senator MONTOYA. Have you given any thought to recommending rules and regulations and other procedures which would insure against inflated costs and the Government locking itself into a contract without research and development?

PROTOTYPE DEVELOPMENT

Mr. STAATS. We have testified that we believe where we have a major requirement in the sense of having a very large procurement, carrying over a long period of time, that it would be preferable to prototype at least the critical elements in the new weapons system, not necessarily the whole system.

This could be on a dual undocumented basis, which means that we do not develop all the detailed engineering specifications normally required to enable the support and training of personnel and so forth associated with that weapons system. On this basis we believe we could save on major procurements substantial savings and provide a greater certainty of workability of weapons system. We did this in World War II with bombers, but with the increase in costs of new weapons systems and the new techniques that were developed for systems analysis and systems design, the Government has only rarely done this.

It is not possible to lay down categorical hard and fast rules that would apply. We think it has to be looked at on a case by case basis. But as a result of the experience of the Sheraton weapons system, which we have been into, the C–5A and the Cheyenne helicopters experience, we think that the Government would stand to gain money in certain instances by developing prototypes prior to the award of production contracts.

There is a good deal of thinking along these lines at the present time. A recommendation along this line has been made with respect to the new F–15. No decision has been made by the Defense Department yet as to whether they might go into a dual prototype for the F–15. We understand it is under consideration.

Senator YOUNG. Is the F–15 the same as the F–14?

Mr. STAATS. This is the Air Force's new fighter. This is a new advanced fighter plane.

Senator YOUNG. The F–14 is the same thing for the Navy?

Mr. STAATS. Yes. The F–14 is the Navy plane.

Senator MONTOYA. You may proceed with your statement.

ACCOUNTING AND AUDITING PROGRAMS

CIVIL ACTIVITIES

Mr. STAATS. We turn now to the civil agencies' work.

Federal aid to State and local governments is expected to triple in the present decade—from $7 billion in 1960 to $25 billion in 1970. The increase in the number and scale of Federal aid programs reflects the high priority given to investments in human resources. Consequently, we have provided for additional audits of new and expanded programs for health, education, manpower training, housing, welfare, and community development. We also have allocated more staff to audits in agriculture, commerce, natural resources, and transportation.

HEW

At the end of fiscal year 1968, the Department of Health, Education, and Welfare was operating more than 200 separate programs which were being financed by appropriations of $13.3 billion and expenditures of about $28.4 billion from the social security trust programs. During 1970, we plan to increase our audit of HEW programs and activities.

MEDICAID AND MEDICARE

Because of the continued expansion of the medical assistance program—medicaid—the rapidly rising cost of medical care, and the expressed interest of the Congress in such medical assistance programs, we need to provide additional audit effort in this area. Also, we plan additional audit emphasis on the health insurance for the aged program—medicare. We expect to inquire into special medicare costs which might be subject to abuses such as depreciation charges and the cost of voluntary services, and to examine into certain aspects of the claim payment activities under the supplementary medical insurance program.

HUD

Another important area where there is need to accelerate GAO work is in the Department of Housing and Urban Development. The Housing and Urban Development Act of 1968, approved August 1, 1968, added about a dozen major programs to the more than 60 programs and activities already being administered by that Department. The 1968 act substantially expands a number of HUD's existing programs and establishes new concepts of Federal assistance, involving mortgage interest subsidies, riot and flood insurance operations, and additional types of loans and grants.

Our audit coverage in the housing area has been greatly expanded by Congressional requests. During the past 2 years more than 50 percent of our reports in the housing area emanated from specific requests of committees or individual Members. This involved matters mainly in the areas of urban renewal, mortgage financing; and housing assistance.

ASSISTANCE TO THE CONGRESS

Individual Members

Senator Young. Could I ask a question at this point? You mentioned individual Members of Congress. How far can you go on the request of an individual Member of Congress on an investigation?

Mr. Staats. Our general objective, Senator Young is to——

Senator Young. The reason I am asking is I may want to myself.

Mr. Staats. We would be delighted to hear from you. In general, our rule is that we try to honor requests from individual Members to the extent that we have staff that can feasibly carry them out. Ordinarily, we have been able to work this out.

If it is a matter which is of current consideration by a committee of Congress, say by the Public Works Committee or the Labor or Welfare Committee, we would usually request that it come through the committee as a whole. It may be a controversial matter within the committee. If it is actively under consideration in the committee, then we would suggest that it come through the chairman of the committee so as to be sure that we are not getting at cross purposes with the work of the committee itself. This has presented no problem, certainly in the time that I have been associated with the office.

Bid Protests

But to the extent of our ability, we try to take care of problems. In many instances, these will involve problems in the District or a State of a Member of Congress. In other cases, it may involve a concern, say, with a contractor. Our office, for example, handles a great many bid protests during the course of a year where a losing contractor feels that the law has been violated or the rules and regulations have been violated.

He is entitled to come to our office for an independent review. Many times, the problem is first presented to a Member of Congress. Maybe he doesn't even know about our procedure. But the Member of Congress may refer to our office or he may learn about this through his attorney or perhaps, if he is large enough, he has a Washington office and deals with us directly.

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INCREASE IN ASSISTANCE

But our work in general for the Members and the committees of Congress, and it has been particularly the latter, the committees, has increased very substantially over the past 3 years. The figure of 90 percent here, we expect will increase even beyond that in the current year.

This we welcome to the extent of our capabilites. We feel we are being more useful and more productive if our work can be more directly tied in with the interests and the needs of the committees of Congress. To this end, we have tried to improve our communications with the committees, such as briefing the committee staffs as to what areas we look into. Perhaps we can change our time schedule, perhaps we can broaden the review or get into problems which would be more germane to the interests of the committee.

We think this is a good direction for us to move in.

Senator YOUNG. Thank you.

CIVIL ACTIVITIES

Mr. STAATS. We plan to review the model cities program and other programs in the urban renewal area, such as code enforcement, relocation neighborhood facility grants, and interim assistance for blighted areas.

INTERNATIONAL ACTIVITIES

Our international effort will require approximately 210 man-years for assignments in about 40 foreign countries. In consonance with the views of the Congress, a considerable portion of our overseas effort has been devoted to reviews related to Vietnam. During the last fiscal year we issued 21 reports relating to programs and activities in Vietnam, the majority of which were in response to requests from congressional committees or individual Members of Congress. It is our plan to maintain surveillance in the more significant areas of the numerous U.S. programs and activities relating to Vietnam and Southeast Asia.

GAO WORK IN VIETNAM

Senator MONTOYA. May I ask a question in this respect? Just briefly tell us what you have uncovered in Vietnam through your audits.

Mr. STAATS. I would like to respond to your question by giving, if I may, a rundown on some of the work we have going at the present time.

We are doing some followup work for the House Government Operations Committee, a subcommittee chaired by Congressman Moss, which has been very active in the area of the loss of equipment, the black market. They have been interested in the construction program involved in the port at Saigon, and a number of other aspects.

We did studies for that subcommittee 2 years ago and last year, and we are updating those now at the request of the committee.

We have been concerned, as you may know, with the loss of fuel purchased by the U.S. Government for Vietnam and in Thailand. These were fuel contracts where procedures were lax and large, substantial amounts of fuel were lost. As far as the United States was

concerned, they were delivered, but not accounted for and this presented a problem. We got into this because of some complaints that had been registered with the economy subcommittee of the Joint Economic Committee, Senator Proxmire's subcommittee.

Senator MONTOYA. Have you uncovered the responsibility?

Mr. STAATS. Yes, we prepared a report and submitted that to the Congress and corrective action has been taken. But we are following up on that now to be sure that those changes are working out satisfactorily.

We have been reviewing the question of the payment of war risk insurance by the U.S. contractors. This is a general review that we are going into to be sure that the program is an adequate program, effectively administered. We have been looking at the question of the use of local currency generated by the U.S. program in lieu of our spending additional dollars, to see whether we can't utilize local currency more than we have in the past.

We are making a review of the control over claims and refunds against the Vietnam Government. Many of our programs are administered, as you know, through the Vietnamese Government. This gives rise to problems of claims by the United States for a variety of reasons. We want to look at that to see whether or not these are being well administered.

We have looked at the commodity import program. We are making a review of the commodity import program now for such items as cement and fertilizer and steel.

Then, finally, we have been making a review of the administration of U.S. supplies going into Vietnam to insure that their inventory controls are adequate, to be sure that they are not overordering, that they are utilizing inventories in hand, all evident elements that go into a supply operation.

In this study, we have completed our fieldwork in Vietnam and we are in the process of preparing our report at the present time.

GAO STAFF IN SAIGON

We have a staff there, continuing staff, of about 20 located in Saigon. This we supplement from time-to-time, depending upon what we need by way of additional staff for special studies. We have had as many as 30 to 35 people in Vietnam during the course of this past spring.

Senator MONTOYA. Is that an adequate staff to take care of the expenditure, the overseeing the expenditure of approximately $20 billion? I am not counting the 30, but I am assuming that it is about $20 billion that is expended there in Vietnam with the other $10 billion going for procurement.

Mr. STAATS. I believe we would testify that this, as a practical matter, is about all we can effectively use. It is very difficult to get around. It is difficult to get at the usual types of records that we would normally have in the regular military installations.

DIVERSION OF FOOD FROM MESSHALLS IN VIETNAM

Senator MONTOYA. I have received quite a few complaints from GI's that they are not getting the proper food. In fact, I have received some intelligence from GI's to the effect that those in charge

of the messhalls are diverting some of the food to the local black market and not feeding GI's with the food that was intended for them. Have you uncovered any situations like that?

Mr. STAATS. The problem is complicated by the fact that the post exchanges are not in our jurisdiction. These are nonappropriated funds and, therefore, not in our jurisdiction.

Senator MONTOYA. I am not speaking of post exchanges. I am speaking of the messhalls.

Mr. STAATS. No special report has been made by GAO on losses from messhalls in Vietnam.

VIETNAM SUPPLY MANAGEMENT

Senator YOUNG. Mr. Chairman, could I ask a question?

Last December, we were returning about $15 million worth of supplies and equipment a month to Okinawa and other places. Apparently, we had overstocked in Vietnam. Are you familiar with that situation?

Mr. STAATS. This came as a result of a study we did. I referred earlier in my statement to the fact that of the savings that the GAO had effected in terms of dollar savings, a substantial part of it was in the procurement area. Most of that was in the Far East, where we started to review in the fall of 1966 and completed in 1967.

Senator MONTOYA. You recited it in your statement, not specifically, but generally.

Mr. STAATS. I can supply a little more detail from page A5 from the budget justification. We have savings resulting from the reduction in the time allowance for obtaining stock for use in Vietnam. Time experienced in obtaining stock has been substantially less than that used in establishing stockage objectives and enable corresponding reductions in procurement funds required and appropriated.

That saving amounted to $83,100,000 as a result of our study.

Senator YOUNG. How much in terms of money value did we ship back?

Mr. STAATS. I don't think I can identify the figure in those terms. This would be reflected in mostly not reordering, if it is consumable, if the item is still in use or being consumed. It would be simply less ordering than would have otherwise have taken place if these inventories had not been identified.

Senator YOUNG. Of course a lot of the material would otherwise have deteriorated or would not have much value or would have been stolen if left there.

Mr. STAATS. Some of it was that category, as I recall. My memory is just not adequate.

INTERNATIONAL ACTIVITIES

Mr. STAATS. To continue, we expect to continue our audit efforts in country reviews of development assistance to obtain a broader perspective of the application of U.S. foreign assistance activities as they relate to a given country.

What we are trying to do here is to look at all the assistance efforts in the given country to review whether they are fully coordinated, and that they are consistent with the State Department's policy guidance and so on.

Senator MONTOYA. Have you found out whether or not the new system or the new innovation in the foreign aid agency, of having an Inspector General's Office—Has that worked out?

Mr. STAATS. That has just been recently established.

Senator MONTOYA. About 4 years, I think.

Mr. STAATS. Perhaps you are referring to the reorganization Mr. Hanna has made since he has become AID Administrator.

Senator MONTOYA. I think Mr. Murphy was the first Inspector General for the Foreign Aid Agency.

Mr. STAATS. You are referring to Mr. Mansfield, the Inspector General for the foreign assistance program.

Senator MONTOYA. Yes.

Mr. STAATS. I beg your pardon. We think that has been very helpful. I thought you were referring to the internal audit within the AID itself.

Senator MONTOYA. No, field inspection.

Mr. STAATS. Yes, we have had coordination between our work and their work. We feel it is to our mutual benefit to exchange information where we are going into a particular country. We check to see what they have developed before we go in.

It has been a fairly limited staff, as you probably know. It is quite limited. But I think it has done very good work.

Some of the other areas of our current international work include: The U.S. participation in international organizations; acquisition and management of personal and real property overseas by the State Department; food for peace programs; military assistance and sales activities; U.S. balance-of-payments position, use of barter, and the utilization of excess currencies; financial status of AID lending programs.

AUDIT OF TRANSPORTATION PAYMENTS

Government transportation payments continued increase. These are now running about $6 billion a year that the Government is expending for transportation services. About $2 billion of that is by purchase from commercial transportation sources, about $4 billion of that is costs incurred by the Government itself in transporting goods to Government-owned facilities.

This places a heavy burden on our transportation audit capability.

During fiscal year 1968, the average monthly volume of transactions in the 1968 accounts exceeded 1967 by about 4 percent. In the first half of this year we experienced an increase of about $46 million in freight payments audited, or about 7.2 percent over the comparable period of fiscal year 1968.

SHIPMENTS TO VIETNAM

Senator YOUNG. Mr. Chairman, could I ask a question at this point?

I suppose much of this transportation cost was involved in our airlift to Vietnam.

Do you have any figures on the comparative costs of airlift to a war like in Vietnam as against ocean going ships? Is it cheaper sometimes to airlift than it is to ship by sea?

Mr. STAATS. We have made reviews of this. Generally, ocean shipping is a cheaper way to do it.

For example, to take a minor illustration, we found that they were airlifting Stars and Stripes, which has been printed in Tokyo, into Vietnam. Our people made a study which showed that this could have been done much cheaper if they had done it by ship.

But the problem is the delay in delivery. For psychological reasons, they felt it was better to have it airlifted even though the costs were substantially greater.

In general, the factor at play here would be the time factor. Ocean transportation would be slower.

I could give you some more detail on the costs. But the increase that we are referring to here in transportation costs is practically all associated with Vietnam.

Senator YOUNG. Of the $6 billion, what percent would be Vietnam?

ANNUAL COST OF GOVERNMENT TRANSPORTATION

Mr. STAATS. I don't have it broken out in that way. I have it broken down in other categories which might shed some light on your question.

The general military and civilian freight and passenger commercial transportation—this is contracted out—is $1,600 million. And the other military—these include military sea transportation services which are about $1,240 million.

This represents commercial ocean services, general agreements and the MSTS vessels.

In the military airlift command, which is the commercial air services and the MAC airlift, there is a little over $1 billion. These are all fiscal year 1968.

The transportation expenditures by contractors performing work for the Department of Defense we estimate to be about $560 million. Then we have such items as the military motor pools. The total military costs are in excess of $4 billion in fiscal year 1968.

In the civil side, the principal costs aside from the general civil freight and passenger commercial expenditures mentioned earlier are in two areas. One is in the maritime operating subsidies costs, $264 million, maritime and air, mostly maritime, and in Government corporations which would be largely the Commodity Credit Corporation, $216 million.

The total civil costs are in excess of $1.3 billion. This makes a total of about $6 billion.

Senator YOUNG. Thank you.

CENTRALIZED AUDIT OF TRANSPORTATION PAYMENTS

Mr. STAATS. I might say at this point that the auditing of the commercial payments for transportation services is still centralized in the General Accounting Office. This is the only centralized audit where we do the total job. This is because the payment for transportation services has been so widely dispersed.

We have something like 1,000 different payment points in the civilian agencies of the Government for transportation bills. It just wouldn't be feasible to audit those in a decentralized way. We are exploring the possibility that we can centralize these payments to a greater extent.

If we are able to do that, then we may be able to decentralize the audits in the agencies just as we do now auditing work on payrolls and other types of costs.

The reason I am bringing this up is that our staffing has to be related to the volume of these payments. This will perhaps come out a little more as I read on.

As I say, we experienced in the first half of this year an increase of about $46 million in freight payments audited, or about 7.2 percent over the comparable period of fiscal year 1968. For fiscal year 1970, we are requesting an average of 800 positions or 15 more than the average employment for this year.

Here then is a significant point. We are required to maintain our audit of transportation accounts on a reasonably current basis to meet the statutory time limitation of 3 years from the date of payment for the collection of overcharges from most of the transportation carriers. Presently, we are approximately 3 months behind our planned schedule of operations because we have been unable to fill the number of positions authorized and necessary to keep pace with our workload.

However, limited overtime programs and increased productivity has enabled us to stay within a safe audit time period in relation to the 3-year limit imposed.

VACANT POSITIONS

Senator MONTOYA. How many vacancies do you have or positions unfilled at the present time?

Mr. STAATS. In the GAO as a whole?

Senator MONTOYA. Yes.

Mr. SIMMONS. There were 51 vacancies as of June 30. This is the closest we have been in years to having all of our positions filled.

Senator MONTOYA. What is the average?

Mr. SIMMONS. The overall average number?

Senator MONTOYA. Of unfilled positions that you have in the operation.

Mr. SIMMONS. On June 30 we were within 51.

Senator MONTOYA. At the end of this last fiscal year.

What is the average in previous years?

Mr. SIMMONS. Vacancies have been running 90, 100 sometimes, depending on how well we were able to retain the people. We have had a very successful recruiting effort this year.

Senator YOUNG. Were you affected by the personnel ceiling limitation?

Mr. STATTS. We were excluded. Being a part of the legislative branch, we were not subject to limitation on the executive branch agencies.

AUDIT OF TRANSPORTATION PAYMENTS

Our objective in 1970 is to fill our budgeted positions so as to be able to meet our audit responsibility during regular working hours.

Additionally, we are expanding our present efforts in reviewing transportation and traffic management practices of the agencies in consideration of the Government's annual bill for transportation which we have estimated to amount to over $6 billion, exclusive of the costs for operating certain Government-owned aircraft, rental of automo-

biles and mileage reimbursements to employees using their privately owned vehicles on official business. The total estimate includes the approximately $2.1 billion submitted centrally for audit.

Those are the bills that I referred to that have come to our office for audit.

I refer now to the responsibilities of the GAO in the area of financial management improvement.

FINANCIAL MANAGEMENT IMPROVEMENT

Accounting Standards and Systems Approval

Improving financial management practices within the Federal Government continues as a high priority assignment at GAO and agencies are now exerting larger efforts to upgrade their systems to conform to our principles and standards. We anticipate applying more than 200 man-years of effort during fiscal year 1970 to assist the executive departments and agencies in developing acceptable accounting systems and to the review and approval of these systems.

We are cooperating with the Department of Defense in the implementation of its new accounting system for operations. At 45 sites of its constituent military services and agencies we are participating in the installation of the new system and are surveying the operation of one or more of its segments, as follows: budget formulation and execution; administrative control of operating budgets; accounting; service units; and reporting.

Other accounting systems at various stages of design within the Department of Defense, such as the accounting systems for research and development, industrial and stock funds, procurement and mlitary pay, will continue to receive our attention.

We continue to make progress in the accounting systems area within the civil departments and agencies, including those administering programs of international scope. In large measure this is due to our efforts to establish sound working relationships with responsible agency personnel as a basis for cooperative assistance in designing adequate accounting systems which conform to our requirements.

An agency where this cooperative technique is contributing to good progress is the Department of Agriculture where five approved accounting systems are in operation and current plans call for the submission or resubmission of seven complete systems for our approval during fiscal year 1970.

I think you are aware, Mr. Chairman, that by law we are required to approve all the agencies accounting systems when they meet our standards that we are required to prescribe.

There has been a considerably—I started to say an unconscionable lag—there has been a very serious lag in getting the accounting systems of Government in shape. We are now making a major effort along with the Treasury and the Budget Bureau to get these systems in shape.

Review of Internal Audit Functions

We have reviewed the adequacy of the internal audit functions in most of the major Federal departments and have issued some 30 reports in this area. Some 10 additional reports are expected to be issued

during fiscal year 1970. Partly as a result of our efforts, a number of steps have been taken toward more effective internal audit systems in many Federal agencies.

An example of this which I referred to awhile ago with respect to AID where Mr. Hanna has decided upon a strong internal audit organization in line with the report we prepared for that agency.

Review of Cost Reduction Programs

Also included in the broad framework of financial management is the significant and long-range cost reduction and management improvement program established by Presidential directive in March 1965 and outlined in the Bureau of the Budget Circular No. A–44.

In view of our keen interest in the efforts of Federal agencies to improve Government operations, we have initiated or plan to initiate selected reviews of the cost reduction programs of 21 executive departments and agencies. A report to the Congress consolidating our work within five of the above departments and agencies is expected to be issued in the near future.

I have covered only a few of the highlights of our operations and activities. Additional details concerning our activities are contained in our budget justifications and we will be glad to answer any questions that you may have.

This concludes my statement, Mr. Chairman.

Senator Montoya. I think you have made a very fine statement, Mr. Staats.

GOVERNMENT CONTRACTING

Improvement of Timely Processing of Bid Protests

Before I go into the justifications, I would like to ask you a question about a subject that is of special interest to me in that I dealt with it in the Procurement Subcommittee of Small Business. That is, what procedures have you initiated to try to bring about an expeditious disposition of the complaints by contractors after they have received awards or failed to receive awards where they were the low and responsible bidder?

Mr. Staats. If I may, I would like to ask Mr. Keller, our general counsel, to answer that. This work comes under his jurisdiction.

Mr. Keller. Mr. Chairman, I participated in your hearings last year. It is a very serious problem. We have been working with GSA and also with the Department of Defense to improve the procedures to speed up the process.

I think there has been some improvement. One of our biggest problems has been to get reports back from the agencies in sufficient time.

I think there has been some improvement in that area. In fact, in our overall handling of the bid protests, the average time has come down. I would say 7 or 8 days, as an average, from the time we testified last year. But I think it needs to come down a lot more. We are actively working on it and hope to be able to improve it.

Delay in Processing Bid Protests

Senator Montoya. My main concern in this respect is that unless the General Accounting Office, which is the appeal court for contrac-

tors, or for the grieved party, unless the General Accounting Office puts an embargo on further prosecution or execution of that contract during the pendency of the dispute that the long delay and the fact that the successful bidder has started on the contract would more or less imperil the rights of the other party.

Isn't there anything that can be devised to insure against this? The agency is always going to say that the contract has to start immediately.

Mr. KELLER. That is correct. I hear time and time again that "This is for Vietnam. We can't wait." I have my own doubts about how much of it is for Vietnam. But that is the story I get.

In response to the first part of the question, as to whether we can put an embargo on it, we can suggest and we do suggest quite often that they put a stop order or that they don't go ahead and award the contract.

But we have no power to direct the agencies to take a particular action. The chance they take is that later on we may disallow the payments under the contract. That is our only weapon to get enforcement of our decisions.

As I say, I think we are making some improvements and yet every once in a while, I run into a case where I think the situation that you are talking about has happened.

Senator MONTOYA. That is quite a common occurrence, isn't it?

Mr. KELLER. I don't know whether I would say common but it happens too often.

Senator MONTOYA. It has happened in all the cases that have come through my office.

Mr. KELLER. Perhaps I see more cases than you. But I can see why you would feel that way about it. In fact, we have just handled a case which brings out just what you are talking about. We are sending a letter to the Secretary of Defense pointing out where we had been sent erroneous information and the delays that had taken place over a period of several months.

We reached a situation where the contract was 85 or 90 percent complete before we could get enough information to make an intelligent decision.

Mr. STAATS. I spoke to Mr. Laird and Mr. Packard about this problem some time ago, because in some cases at least it almost appeared as an effort, I won't say deliberate, to get into production and make it difficult, if not impossible, for us to decide in favor of the party making the protest.

Both Mr. Laird and Mr. Packard expressed a preference for dealing with them on a case-by-case basis rather than trying to lay down rigid rules on the time schedule, but they have agreed to review it if the situation does not improve.

I think to answer your question as to what is the remedy, I would like Mr. Keller to comment on this, too, but I would think that the remedy lies more within the Department of Defense and the other contracting agencies in terms of procedures of getting responses back to our office quickly, and much more restrictive policy by way of going ahead with a contract on so-called urgency grounds than they now have.

But we agree with you that this is a problem. It puts us in a difficult position to be fair and equitable if the Government has already in-

curred costs on a contract that has been let, even if it turns out that the other party should have received the contract.

COMPETITIVE BIDDING

Senator MONTOYA. What is your attitude with respect to these contracts where somebody is a successful bidder, because he was low on the first stage of procurement, and then catches up and increases the cost of the item at the later stages?

There have been some contracts like that.

Mr. KELLER. In the way of an amendment to the contract or an additional item?

Senator MONTOYA. An additional item.

Mr. KELLER. If I understand you, Mr. Chairman, you are saying in effect, a buy in on the first go around and then the contractor gets in a locked position. We don't certainly think that that is a proper way of procurement.

Senator MONTOYA. Hasn't that been a practice in the Defense procurement?

Mr. KELLER. It has happened in some cases.

Senator MONTOYA. In quite a few instances.

Mr. STAATS. It is a hard thing to prove in practice.

Senator MONTOYA. I can prove one instance where that happened. Of course when I called it to the attention of the Defense Department, they backtracked, because the man in whose behalf I asked questions, was actually the low bidder in the overall contract. But the contract was being let on the basis of the original procurement, the first-stage procurement.

Mr. STAATS. A reprocurement, an additional procurement?

Senator MONTOYA. No, it was an initial.

Mr. KELLER. Of course, any time you get into that position, you have lost your competition. You are just in a situation where you are going to pay practically anything the contractor wants to charge.

Senator MONTOYA. No doubt you people have made a study of these contracts. Where that practice is resorted to sometimes by the Defense Department, and I just wanted to elicit from you whether or not it is a good practice.

Mr. KELLER. No, sir, we don't think so.

Mr. STAATS. It is a very bad practice.

Senator MONTOYA. I think everybody should know what they are going to produce and what the Government is going to pay for the entire contract, rather than just open the door and have opportunity walk in and from there on the taxpayers are gouged.

Mr. STAATS. As I say, it is a difficult thing to prove in a given case, because we would have to examine the motives of the contractor.

The advantage of a low bid in some cases is that they establish themselves and then there is no one else who is in a position to compete effectively for the second order.

Senator MONTOYA. Do you have any more questions, Senator Young?

Senator YOUNG. No, Mr. Chairman.

FINANCIAL SAVINGS ATTRIBUTABLE TO WORK OF GAO

Senator MONTOYA. I think it is important now, Mr. Staats, and gentlemen, to make available for the hearing record, from the justifications, the pages which address themselves to the savings attributable to the General Accounting Office through your audit procedures and recommendations.

So pages A2 through 10 will be placed in the record at this point.

(The information follows:)

Savings Identified During the Fiscal Year 1968

The information included on pages A3 through A18 summarizes financial savings to the Government attributable to the work of the General Accounting Office during fiscal year 1968 including those both of a one-time and of a recurring nature.

Many improvements are made by Federal agencies as a consequence of General Accounting Office recommendations which cannot be identified or determined readily in monetary terms. In many other instances, it is feasible to compute the savings resulting from General Accounting Office activities. A summary appears on page A4.

Specific criteria are applied to assure that savings and revenues computed are reasonable and appropriate for the actions taken, or planned, on the basis of General Accounting Office recommendations. For example, annual recurring savings that continue indefinitely are only included for a 12-month period.

These savings and revenues were derived as follows:

	(In millions)
Non-recurring savings in planned or current programs	$182.9
Recurring and additional revenues--one year's amount	30.3
Refunds and collections	19.6
Total	$232.8

Approximately $144.6 million of the above savings were achieved in supply management and procurement.

Details of savings, other than actual refunds and collections, are included on pages A5 through A10. Examples of other improvements not readily measurable in monetary terms are included on pages A11 through A18.

COLLECTIONS BY OR THROUGH THE EFFORTS OF THE GENERAL ACCOUNTING OFFICE, 1959–68

[000 omitted]

Fiscal year	General audit	Transportation audit	General claims	Total collections
1959	$18,648	$29,535	$8,376	$56,559
1960	14,661	21,545	7,233	43,439
1961	8,970	24,071	4,878	37,919
1962	13,826	28,160	6,233	48,219
1963	8,679	15,960	4,528	29,167
1964	10,257	10,499	6,410	27,166
1965	11,222	9,657	4,070	24,949
1966	4,568	8,495	4,129	17,192
1967	6,828	12,963	3,627	23,418
1968	2,037	14,681	2,939	19,657
Total	99,696	175,566	52,423	327,685

COLLECTIONS AND OTHER MEASURABLE SAVINGS

(000 omitted)

	Collections	Other measurable savings	Total
DEPARTMENTS			
Army	$829	$99,628	$100,457
Navy	376	5,453	5,829
Air Force	142	39,110	39,252
Defense	97	[1] 42,968	43,065
Agriculture	1	2,466	2,467
Commerce	11	464	475
Health, Education, and Welfare	104	784	888
Housing and Urban Development		1,375	1,375
Interior	1	2,315	2,316
Labor	49	366	415
Post Office		470	470
State (including AID, Peace Corps, and USIA)	15	824	839
Transportation	110	1,057	1,167
Treasury		13	13
AGENCIES			
Atomic Energy Commission		57	57
Civil Service Commission	1	2,257	2,258
Executive Office of the President	253	975	1,228
General Services Administration		8,166	8,166
National Aeronautics and Space Administration	45	3,513	3,558
Panama Canal Company		177	177
Selective Service System		74	74
Veterans Administration	3	652	655
Legislative and other		13	13
Total for departments and agencies	2,037	213,177	215,214
Transportation audit	14,681		14,681
General claims work	2,939		2,939
Total	19,657	213,177	232,834

[1] Includes $33,557,000 resulting from reviews of Defense international activities.

DETAILS OF OTHER MEASURABLE SAVINGS

Details of other measurable financial savings including additional revenues attributable to the work of the General Accounting Office during the fiscal year 1968 totaling $213,177,000 are listed below. Approximately $30 million of the savings or additional revenues are recurring in nature and will continue in future years. The items listed consist largely of realized or potential savings in Government operations attributable to action taken or planned on findings developed in our examination of agency and contractor operations. In most instances, the potential benefits are based on estimates and for some items the actual amounts to be realized are contingent upon future actions or events.

Action taken or planned	*Estimated savings*
Supply Management:	
Savings due to a reduction in inventories resulting from a reduction in the time allowance for obtaining stock for use in Vietnam. Time experienced in obtaining stock had been substantially less than that used in establishing stockage objectives and enable corresponding reductions in procurement funds required and appropriated—Army (nonrecurring)	$83, 100, 000
Military Assistance Program (MAP) property held for long periods for anticipated requirements that were not expected to materialize in foreseeable future years has been released to meet military and MAP current and firm future requirements—Defense (nonrecurring)	32, 600, 000
Cancellation of plans to procure equipment in excess of needs—Army (nonrecurring)	7, 501, 000
Adjustment of prices under existing contracts or proposed amendments—Army, Navy and Air Force (nonrecurring)	4, 354, 000
Savings through earlier use of formal advertising procedures in establishing Federal Supply Schedule contracts for magnetic computer tape—General Services Administration (nonrecurring)	4, 000, 000
Savings through competitive procurement of certain helicopter parts—Army (nonrecurring)	2, 105, 000
Savings resulting from negotiated reductions in Federal Supply Schedule contract prices for lamps—General Services Administration (estimated annual savings)	1, 900, 000
Savings resulting from lower negotiated prices for additional quantity of bomb fuzes—Army (nonrecurring)	1, 335, 000
Savings on repair and maintenance of office machines resulting from phaseout of higher priced national Federal Supply Schedule contracts with machine manufacturers and expanded use of lower priced GSA regional contracts awarded on a competitive bid basis to local repair firms—General Services Administration (estimated annual savings)	1, 200, 000
Avoidance of procurement through increased recapping of aircraft tires—Navy (estimated annual savings)	1, 084, 000
Savings resulting from use of less costly rations by the Army in Europe and overstocked "C" rations made available to meet requirements in Vietnam—Army (nonrecurring)	943, 000

Action taken or planned	*Estimated savings*
Supply Management—Continued	
Savings achieved by obtaining gasoline from Government outlets instead of from commercial outlets—General Services Administration (estimated annual savings)	$747,000
Cancellation of outstanding orders for medical equipment and supplies which were excess to the requirements for the pacification program in Vietnam—Agency for International Development (nonrecurring)	700,000
Recovery of excess bombs and associated hardware to satisfy other United States needs—Defense (nonrecurring)	553,000
Termination of contract for liquid hydrogen in excess of anticipated requirements—National Aeronautics and Space Administration (nonrecurring)	382,000
Acquisition and utilization of excess military assistance program jet engines in lieu of more costly overhaul of less modern engines—Defense (nonrecurring)	352,000
Disposal by the Army of obsolete telephone cable through sales to commercial users and transfers to Federal agencies—Army (nonrecurring)	318,000
Savings in costs for storage of processed commodities by revising payment provisions in storage contracts to eliminate payments for unused storage periods—Agriculture (estimated annual savings)	312,000
Cancellation of plans to procure new equipment for contractor's use—Navy (nonrecurring)	250,000
Use of items scheduled for disposal as acceptable substitutes for items in current demand—Defense (nonrecurring)	200,000
Savings obtained as a result of changes in contract terms and improved competition in procurement of propane gas—General Services Administration (estimated annual savings)	185,000
Avoidance of procurement through discovery of available items—Army (nonrecurring)	143,000
Reduction in requirements for Apollo earth landing sequence controllers by diverting unused excess units and locating and diverting lost units—National Aeronautics and Space Administration (nonrecurring)	131,000
Savings resulting from transfer of excess materials to agencies in lieu of new procurements—General Services Administration (nonrecurring)	68,000
Avoidance of procurement through redistribution of excess material on hand overseas to locations at which needed—Air Force (nonrecurring)	52,000
Avoidance of procurement through redistribution of excess equipment to location at which needed—Defense (nonrecurring)	29,000
Miscellaneous (estimated annual savings, $43,000; nonrecurring, $62,000)	105,000
Payments to Goverment Employees and Other Individuals:	
Savings due to discontinuance of free medical care to Public Health Service civilian field employees—Health, Education, and Welfare (estimated annual savings)	275,000

Action taken or planned	*Estimated savings*
Payments to Government Employees and Other Individuals—Con.	
The Department of State revised the Foreign Service Travel Regulations to provide for a reduction in the maximum rate of per diem for certain travel outside the continental United States (estimated annual savings)	$124,000
Savings resulting from discontinuance of improper method of computing compensation payable to partially disabled Federal employees—Labor (estimated annual savings)	100,000
Savings resulting from improvement of procedures governing the prompt adjustment of disability compensation payments to injured Federal employees from temporary total disability to partial disability rates—Labor (estimated annual savings)	75,000
Miscellaneous (estimated annual savings, $12,000; nonrecurring, $13,000)	25,000
Loans, Contributions, and Grants:	
Reduction in Government contributions to local housing authorities attributable to maximizing investment of excess funds held by local housing authorities—Housing and Urban Development (estimated annual savings)	1,200,000
Cancellation of funds tentatively allocated for airport development because analysis of airport income and expenditures showed that work could be completed without Federal financial participation—Transportation (nonrecurring)	580,000
Reduction of grant approved for construction of technical vocational institute due to reevaluation of grantee's contribution—Commerce (nonrecurring)	464,000
Reduction in grant for educational programs resulting from reevaluation of rates used to claim Federal reimbursement for indirect costs—Office of Economic Opportunity, Executive Office of the President (nonrecurring)	367,000
Savings resulting from greater use of resources through increased Headstart class size—Office of Economic Opportunity, Executive Office of the President (estimated annual savings)	365,000
Reduction in costs through elimination of ineligible students from the Headstart and Upward Bound programs—Office of Economic Opportunity, Executive Office of the President (nonrecurring)	243,000
Reduction of Federal participation in the cost of excavation on a Federal-aid Interstate Highway project—Transportation (nonrecurring)	234,000
Reduction in Federal financial participation in cost of land not needed for airport purposes by amending grant agreement—Transportation (nonrecurring)	205,000
Reduction of hospital billing rate used by a county hospital in charging for hospital care provided to recipients under the Medical Assistance for Aged program—Health, Education, and Welfare (nonrecurring)	200,000
Reduction in Federal financial participation in the cost of public assistance programs as a result of adjustments for payments made during periods when recipients were not eligible for assistance—Health, Education, and Welfare (estimated annual savings)	179,000

Action taken or planned	*Estimated savings*
Loan, Contributions, and Grants—Continued	
Reduction of grants awarded to institutions of higher education as a result of amending grant agreements to conform with the provisions of approved State plans—Health, Education, and Welfare (nonrecurring)	$84,000
Miscellaneous (estimated annual savings, $4,000; nonrecurring, $34,000)	38,000
Interest Costs:	
Savings in interest costs resulting from revised procedures for advancing Government funds to States under programs of the Federal Extension Service and Cooperative State Research Service—Agriculture (estimated annual savings)	790,000
Savings in interest costs resulting from adoption of procedures providing for expeditious deposit of funds into the United States Treasury—Agriculture (estimated annual savings)	231,000
Reduction in interest costs resulting from clarification of an ambiguous term in Cotton Cooperative Loan Agreements—Agriculture (estimated annual savings)	12,000
Leasing and Rental Costs:	
Unnecessary leasing costs eliminated when leases for communications circuits in Europe were discontinued and military communications were rerouted over Government-owned circuits or spare circuits—Defense (estimated annual savings, $47,000; nonrecurring, $302,000)	349,000
Savings resulting from purchasing rather than continuing to lease vehicles for use by contractors at Vandenberg Air Force Base—Air Force (estimated annual savings)	313,000
Savings resulting from obtaining more favorable terms in four leasing agreements for reproduction equipment; Rock Island Arsenal—Army (estimated annual savings)	25,000
Rental Income:	
Additional rental income for use of Government-owned equipment in possession of contractors—Defense (estimated annual savings)	24,000
Construction, Repair, and Improvement Costs:	
Savings resulting from Congress not appropriating funds for additional barracks requested for Naval Air Station, Oceana, Va., in the fiscal year 1968 construction program—Navy (nonrecurring)	1,200,000
Savings by using existing storage facilities in United Kingdom and canceling plans to construct warehouse in Federal Republic of Germany—Army (nonrecurring)	540,000
Savings resulting from reduction in the size of facility approved for fiscal year 1968 Military Construction Program for Camp Pendleton, Calif.—Marine Corps (nonrecurring)	45,000
Manpower Utilization:	
Decrease in labor costs at Naval Ammunition Depot, Bangor, Wash., through reduction in overtime—Navy (estimated annual savings)	1,158,000
Reduction in personnel required for repair and overhaul of generators under Air Force base maintenance contract—Air Force (nonrecurring)	195,000

Action taken or planned	*Estimated savings*
Transportation:	
Better utilization of expensive airlift capacity for shipment of high priority cargo to Southeast Asia—Defense (estimated annual savings)	$7, 300, 000
Reduction in cost of overseas shipment of cargo by commercial air service resulting from tariff revision—Defense (estimated annual savings)	1, 500, 000
Elimination of transportation costs through direct delivery of petroleum, oil, and lubricant products to Korea—Army (estimated annual savings)	1, 200, 000
Savings resulting from changing procedures to provide for shipping certain military supply parcels by more economical modes than air parcel post—Air Force (estimated annual savings)	371, 000
Transportation costs reduced by the Army in Europe as a result of use of military tractors and refrigerator semitrailers in lieu of commercial transportation—Army (estimated annual savings)	129, 000
Other Items:	
Savings through resolicitation of contract proposals and proper award of contract following a decision rendered by the Comptroller General pursuant to a bid protest against Air Force procurement of electronic data processing equipment (nonrecurring)	36, 000, 000
Savings resulting from reduction in personnel and equipment by consolidating photographic operations at the John F. Kennedy Space Center and the Air Force Eastern Test Range—National Aeronautics and Space Administration (estimated annual savings, $1,400,000; nonrecurring, $1,600,000)	3, 000, 000
Reduction in cost of revising maps of the National Topographic Map Series—Interior (estimated annual savings)	2, 150, 000
Savings in cost of Federal Employees' Group Life Insurance program achieved through recommended amendment of the insurance contract to provide for the reduction of rates—Civil Service Commission (estimated annual savings)	1, 450, 000
Minimum flight pay requirements changed from a monthly to an annual basis to permit more orderly scheduling of flights and more economical use of aircraft—Air Force (estimated annual savings)	1, 275, 000
Additional revenue resulting from revised timber appraisal procedures which will increase the appraised value of timber offered for sale by the Bureau of Land Management—Agriculture (estimated annual savings)	1, 100, 000
Revision of procedures and practices in accounting for reimbursable costs of investigations disclosed a surplus in the Civil Service Commission's revolving fund for investigations which was then deposited in miscellaneous receipts of the Treasury as was required by law, thus making these funds unavailable for expenditure (nonrecurring)	784, 000
Termination of payment of proficiency pay to Navy enlisted personnel attending full-time college degree programs—Navy (estimated annual savings)	500, 000

Action taken or planned	*Estimated savings*
Other Items—Continued	
Savings in operating costs resulting from modifications of the accelerated business collection and delivery program at 45 participating offices—Post Office Department (estimated annual savings)	$350,000
Savings and improved management of the guardianship program resulting from improved procedures over internal field investigations—Veterans Administration (estimated annual savings)	350,000
Savings resulting from use of available Government-owned laundry facilities instead of contracting commercially for such services and from expansion of services in some hospitals to provide service to others—Veterans Administration (estimated annual savings)	300,000
Reduction of labor costs in the contracts of a federally assisted low-rent public housing project because of more realistic wage rate determinations—Labor (nonrecurring)	191,000
Increase in interest payments to the United States Treasury due to correction of understated Government's investment in the Panama Canal Company (estimated annual savings, $42,000; nonrecurring, $135,000)	177,000
Reduction in costs for documentary stamp tax because of adoption of nominal bid procedures at foreclosure sales—Housing and Urban Development (estimated annual savings)	171,000
Savings due to cancellation of plans to purchase peripheral lands through reevaluation of land needs at two migratory waterfowl refuges—Interior (nonrecurring)	165,000
Additional revenue resulting from the correcting of revised procedures for calculating transit service charges against foreign countries—Post Office Department (estimated annual savings)	120,000
Savings resulting from use of substitute electrical power to fulfill contractual commitments thereby avoiding cash penalties—Atomic Energy Commission (nonrecurring)	57,000
Additional billings to the Federal Republic of Germany because of undercharges for material furnished under the cooperative logistics program—Defense (nonrecurring)	52,000
Savings obtained as a result of changes in rates for electric service at Paine Field, Washington—Air Force (estimated annual savings)	37,000
Prevention of overpayments by correction of military leave records—Defense (nonrecurring)	16,000
Reduction by the Navy in cost of consulting services due to cancellation of plans to hire outside consultants and, instead, utilize services already available within the Department of Agriculture (nonrecurring)	11,000
Miscellaneous items (estimated annual savings, $109,000; nonrecurring, $23,000)	132,000
Total other measurable savings	213,177,000

NONMEASURABLE FINANCIAL SAVINGS

Mr. STAATS. If it would be agreeable, Mr. Chairman, we have beginning on page A11, the statement of additional financial savings, which are not fully or readily measurable. We don't like to claim dollar savings where we cannot make a clear-cut demonstration of a reasonably accurate dollar saving.

But there appears on page A11 through page A18 some additional types of savings, which came about as a result of the work of our office.

Senator MONTOYA. They will be included in the record.

(The information follows:)

ADDITIONAL FINANCIAL SAVINGS NOT FULLY OR READILY MEASURABLE

Many significant financial benefits, either one-time savings or recurring savings, that are attributable to the work of the General Accounting Office are not fully or readily measurable in financial terms. These benefits result from actions that are taken or that are to be taken by the departments and agencies to eliminate unnecessary expenditures or otherwise correct deficiencies brought to light in our audit reports. A few examples of these actions identified during the fiscal year 1968 are described below.

Changes in Agency Policies, Procedures, and Practices

Savings by Reduction in Shipments of Materiel Between Air Force Bases and Depots

Our report to the Congress in January 1968 disclosed that during the last 3 months of 1966 an estimated 34 percent of the total shipments of material received from bases by three Air Force depots were unnecessary or uneconomical because the material was already in a long supply or excess position, or it was material which had a value that was less than the costs incurred to process its return. Estimated packaging, handling, and other administrative costs incurred in connection with these uneconomical shipments totaled about $1,259,000 for the 3 months. In addition, substantial transportation costs were incurred in connection with these uneconomical shipments, which we did not attempt to estimate because of many unknown factors.

We proposed that the Secretary of the Air Force consider establishing reasonable retention levels for items managed on economic order quantity basis so that bases could retain limited quantities over their requisitioning objective. We made no recommendation for other items since the Air Force had implemented or was to implement new systems for other items which in our opinion should prevent uneconomical returns to the depot for many of these items.

Air Force officials concurred in our proposal and advised us of new procedures that were being established covering the retention, reporting, and return of these items. The Air Force stated it would establish retention levels requiring bases to retain up to a 365-day level of supply over the requisitioning objective. The action taken should result in substantial savings.

Army Procedures and Controls Improved to Provide More Assurance that Unserviceable Reparables Will Be Returned to the Supply System for Repair and Reissue

Our review of about 12,000 issues of spare parts at seven military installations, that should have resulted in the return of a like quantity of unserviceable parts, showed that some 70 percent of these parts were not returned to maintenance activities for repair and reissue. Many of the parts that were not recovered were, at various times, critical items in short supply Army-wide. The failure to return repairable parts results

in unnecessary costs to procure new parts to meet requirements. If the recoverable parts had been returned, a large percentage could have been repaired at a substantially lower cost than that involved in procuring new assets. We believe that the recovery of repairable parts that are currently being "lost"—not available—to the Army supply system would result in substantial savings. For example, from July 1964 through March 1966, the Army procured $7.9 million worth of 13 parts that were included among the parts in our review. We found that significant quantities of these parts were not being recovered because of erroneous recoverability publications. These matters were disclosed in our report to the Congress in January 1968.

The Deputy Assistant Secretary of the Army (Installations and Logistics) informed us of the actions taken by the Department of the Army relative to our findings and proposals. He stated that Headquarters, Army Materiel Command, would instruct the National Inventory Control Points to review appropriate procedures and design new procedures where necessary to ensure compatibility of recoverability information in technical manuals, supply catalogs, and related publications and that this program would be closely monitored by the Department of the Army. He further stated that the Army had taken action to establish the necessary local controls which, when properly implemented, would ensure that unserviceable reparables are returned to the proper repair agencies expeditiously so that they can be repaired and returned to the supply system as efficiently as practicable. We believe that the Army's proposed actions, properly carried out, should improve substantially the recovery of repairable items and reduce procurement costs.

Savings by Reduction in Size of Air Force Construction Project for Bachelor Officer Quarters

At Mather Air Force Base, Sacramento, we questioned the requirement to construct two increments of bachelor officer quarters totaling 460 units, estimated to cost $3.4 million, because there appeared to be a large number of vacancies in private housing in the nearby community which could have taken care of at least part of the need. An FHA official also informed us that FHA owned, at the time, through default, a 565-unit apartment complex in Sacramento. In our opinion, greater consideration of the community support available was appropriate, especially in view of the then recently established Department of Defense policy to permit greater numbers of bachelor officers and higher grade enlisted personnel to reside in the community. Additionally, the amount to be invested, estimated at $7,000 per unit, was significant enough that further consideration of the matter was warranted.

In view of the imminence of the award of the construction contract for the first increment, we informally advised officials of the Department of Defense and the Air Force in April 1967 of our findings, requesting that they carefully reconsider the need for the project before making a final decision to proceed. By letter dated June 4, 1968, we were informed by the Assistant Secretary of Defense (Installations and Logistics) that, as a result of further study after the new off-base policy was announced, the Air Force had reduced the net requirement for new construction from 460 to 350 units. The letter further stated that this revised requirement was, in turn, reduced by the Deputy Assistant Secretary of Defense for Properties and Installations to 288 units by a more stringent application of criteria and to insure against the possibility of overbuilding. We were also informed that a supplemental reporting system has since been established to provide more complete and accurate data on

requirements for bachelor housing. The action taken should result in substantial savings.

Recovery of Improper and Incorrect Payments of Loan Proceeds

Our examination of various loan transactions under the AID Commodity Import Program showed that (a) certain commodities that were imported by the recipient country were not eligible for financing under the terms of the loan agreement, (b) an advance under a certain loan agreement was in excess of the value of the commodities accepted for financing under the loan, and (c) duplicate payments were made to a recipient country for commodities imported under their loan agreement. On the basis of our findings, AID has issued bills for collection to the recipient countries to recover $875,000, the amount of the improper payments.

Had these transactions gone undetected, the amounts involved would have been eventually recovered by AID as repayments of loan principal or by an adjustment in the repayment schedule of the loan. However, the recovery action taken by AID at this time will return these funds to current year operations for use in AID foreign assistance programs.

AID has advised us that action has been taken to strengthen their surveillance over commodity import transactions.

Balance of Payments—Conversion of Foreign Currency Resources in Australia to U.S. Dollars

We found that the United States had Australian currency equivalent to about a third of a million dollars in lend-lease settlement funds, although it had financial requirements for property and improvements and was making payments in U.S. dollars for an educational program. These funds were not being used to meet U.S. requirements and it appeared that they would remain unused for some time in the future.

The funds had been made available pursuant to a 1946 agreement between the Governments of Australia and the United States pertaining to lend-lease and surplus war property; and, at the time of our review, the funds were in an "Acquisition of Properties Account." No payments had been made from this account since September 1961.

We recommended that, to help alleviate the U.S. balance-of-payments problem, the Department take the earliest possible action to seek the use of the lend-lease funds to meet the planned requirements of the Department or other U.S. Government agencies in Australia, in lieu of spending dollars.

On April 11, 1968, we were informed by the Department of State that the Government of Australia had paid the U.S. Government $365,515 in payment of the lend-lease balance, and that this payment had been transmitted to the U.S. Treasury for deposit to miscellaneous receipts.

Possible Savings in the Procurement of Measles Vaccine by the Agency for International Development

Our review of the procurement practices followed by the Afro-American Purchasing Center, Inc., with the Agency for International Development's funds disclosed

that the implementing documents concerning the procurement of measles vaccine, for use in African countries, did not require that formal competitive bid procedures be followed. Consequently, the contractor followed the commercial practice of not revealing the award price to unsuccessful bidders.

We recommended that in order to ensure effective competition and an equal opportunity to vendors in supplying the needs of the Government at fair and reasonable prices, the Agency for International Development (AID) should incorporate a provision with respect to the expenditure of AID funds requiring that established United States Government procurement practices be followed, including disclosure of prices paid, unless compelling circumstances dictate otherwise.

We were informed by the Assistant Administrator for Administration, AID, that the Afro-American Purchasing Center, Inc., has now agreed that on all new AID-financed business it will utilize the formal competitive bid procedures, requiring public opening of bids, for any purchase contract estimated to exceed $50,000 unless waived by AID in specific cases. This action should encourage more effective competition and will provide an equal opportunity to vendors in supplying the needs of the Government at fair and reasonable prices.

Improved Efforts by Agency for International Development to Ensure That Alternate Free World Financing Is Considered Prior to Authorization of Loans

Our examination of 35 loans totaling about $347 million made by the Agency for International Development (AID) to 15 Latin American countries during calendar years 1963 through 1965 showed that, on the majority of these loans, the records did not demonstrate that AID had taken into consideration the borrower's ability to obtain financing from other free world sources prior to authorization of the loan.

We found that, with the exception of formal solicitation of the Export-Import Bank's interest in 32 of the 35 loans, there was no formal documentation on the majority of the loans reviewed of any efforts by AID or loan recipients to solicit private and other free world sources of finance. Without formal solicitation of other sources and documentation thereof, a void is created which denies to management a vital decisionmaking tool in the processing of loan proposals.

Moreover, if AID loans are made when financing from other free world sources can be obtained, loan funds may not be available to help other applicants who are solely dependent on AID for financial assistance; or, if such funds are not needed elsewhere, AID's future appropriations can be reduced.

The Agency for International Development concurred with our proposals and stated that procedures would be established to (1) prescribe the documentation required to evidence formal solicitation of U.S. private sources of financing, and (2) require a full explanation of the basis for a determination of nonavailability of alternate financing in the absence of formal solicitations to U.S. private lenders. We also were advised that AID would require that future loan applications contain statements indicating the applicant's efforts to obtain financing from other free world sources, including private sources of financing in the United States, and that steps were being taken to ensure the availability of more complete evidence of Agency efforts to determine alternative sources of financing.

Subsquently, AID circularized all Missions in the Latin American Bureau reaffirming the procedures to be followed concerning alternative sources of financing for proposed capital projects.

Establishment of Procedures for Recovery of Excess Military Assistance Program Property

We found that the Department of Defense, the U.S. European Command, and the Military Assistance Advisory Group had not effectively implemented an existing system, which in itself was not wholly adequate, for obtaining the return to U.S. control of ammunition and weapons which had become excess to the recipient country's requirements.

In compliance with our proposals, the Office of the Assistant Secretary of Defense (International Security Affairs) notified the Departments of the Army, Navy, and Air Force and all unified commands of the existing urgent need to obtain declarations of excess U.S.-furnished material from countries where it was no longer required. Subsequently, this notification was incorporated in the Military Assistance Manual, establishing procedures for reporting excesses and resolving cases where the Military Assistance Advisory Groups encounter difficulties in inducing recipient countries to relinquish excess military assistance program property.

Clarification of Criteria for Federal Participation in Cost of Constructing Buildings for Field Maintenance Equipment

In a report sent to the Administrator, Federal Aviation Administration (FAA), in July 1967, we commented on the inconsistency of the eligibility criteria for Federal participation in the cost of constructing buildings for field maintenance equipment, under the Federal-aid airport program administered by FAA. FAA regulations provided that all airports located in any of 15 specifically named States were eligible for Federal participation in buildings of this nature, whereas airports located in the other 35 States had to meet specific temperature criteria to qualify for eligibility.

The eligibility of all airports in the 15 States was based on FAA's assumption that if it had been determined that the specified climatic conditions had been experienced at any weather station in a State, it was likely that similar conditions had been experienced at all airport locations in that State.

Airport developments recommended by FAA for the 5-year period 1966–70 provided for the construction of field maintenance equipment buildings at 49 airports in 12 of the 15 designated States. FAA estimated that it would cost about $1.2 million to construct the buildings at 25 of the 49 airports. Of this amount, 50 to 62½ percent would be paid for by the Federal Government.

Our review of climatological data showed that the conditions at the 25 airports did not meet the criteria applicable in the remaining 35 States. We therefore recommended that FAA revise its regulations to provide that only those airports, in any State, which experience the prescribed climatic conditions shall be eligible for Federal financial participation in the cost of constructing field maintenance equipment buildings.

FAA agreed with our conclusions and recommendation and revised its regulations to remove the blanket eligibility provided the 15 specifically named States.

Procedures Revised to Provide for More Effective Controls Over the Construction of Nondwelling Structures by Local Housing Authorities

During our review of selected aspects of project development activities in the low-rent public housing program administered by the Housing Assistance Administration (HAA), Department of Housing and Urban Development, we noted that HAA procedures relating to the construction of office buildings and other nondwelling facilities for local housing authorities (LHAs) did not require a timely reevaluation of the need for such structures prior to the solicitation of competitive bids and award of the construction contract. We found that HAA had approved a contract for the construction of a new central office building for an LHA without adequately considering that the LHA had reduced and decentralized a large part of its central office staff during the 3½-year period between HAA's conditional approval of the need for the building and the award of the construction contract. As a result, the office building that was constructed was larger than needed for the administration of the LHA's Federal low-rent housing program.

The new building increased development costs under the LHA's housing program by a total of approximately $800,000, including financing costs. Since HAA has been paying a major part of the development costs applicable to the LHA's low-rent housing program, the $800,000 can be expected to ultimately be borne principally by the Federal Government.

In view of the numerous nondwelling structures proposed for construction at federally aided low-rent housing projects, we recommended in a report issued to the Secretary of Housing and Urban Development in September 1966 that existing procedures be revised to provide that, if more than a year has elapsed since HAA's approval of a development program for a nondwelling facility, HAA should reevaluate the need for a facility of the size and type proposed before authorizing the LHA to issue invitations for bids, and should disapprove the construction of any proposed facility for which need is not justified by circumstances existing at the time of the reevaluation. Revised procedures, along the lines recommended in our report, were subsequently issued.

Issuance of Instructions and Establishment of Criteria for Purchases of Office Furnishings by Local Housing Authorities

During our review of financial management of low-rent public housing projects administered by a local housing authority (LHA), we noted that the Housing Assistance Administration (HAA), Department of Housing and Urban Development, did not have appropriate criteria as to the type and cost of office furnishings that should be considered eligible for Federal participation under the low-rent public housing program. We pointed out that such criteria was needed to help insure consistent and uniform determinations by HAA regional officials reviewing proposed purchases of office furnishings as presented in LHA budgets.

At the time of our review, about 1600 LHAs were authorized to purchase office furnishings with HAA approval. The annual contributions contract between an LHA and HAA provides for reducing the maximum annual Federal contribution (subsidy) by the amount of residual receipts available from the operation of low-rent public housing projects. Thus, any reduction in an LHA's operating costs through more

economical purchases tends to increase residual receipts and correspondingly decrease the Federal Government's liability for annual contributions.

In our April 1966 report to the Acting Deputy Assistant Secretary for Housing Assistance and in subsequent correspondence with the Department, we stated our opinion that appropriate criteria should be established as a basis for the approval or disapproval by HAA of planned purchases of office furnishings by LHAs.

Subsequently, the Department's regional offices were instructed to use the Federal Property Management Regulations covering use standards for office furnishings and the Federal Supply Schedules as guides in reviewing proposed purchases of office furnishings by LHAs. The instructions also pointed out that contracts were being negotiated with certain contractors supplying the Federal Government to extend their contract prices to LHAs.

Improvements in Purchasing Practices

In a report to the Veterans Administration in September 1967, we pointed out that our review at seven VA hospitals indicated that the agency would have a more effective supply program and might also have considerable monetary savings if supply officials adhered more closely to procedures prescribed by VA for determining the correct source of supply and for justifying and obtaining approvals for purchases from sources of supply other than designated sources when deviations are warranted.

In reviewing purchase orders for supplies costing about $400,000, we found that the field stations had purchased items costing about $30,000 from other than designated sources and that the items on which required procedures were not followed cost about $6,500 more than they would have cost if they had been purchased from designated sources. We believe that if the practices we observed were representative of those followed in other VA hospitals, their correction could result in considerable savings to VA. The amount of the savings, however, would not be readily measurable.

The agency agreed with our recommendation that action be taken to require supply officials to carry out their assigned responsibilities in the manner prescribed and took various actions to correct the deficiencies.

Improvement in Procedures Relating to Construction of Veterans Hospitals

In a report to the Congress in March 1968 concerning the administration of a contract entered into by the VA for the construction of a veterans hospital in Washington, D.C., we pointed to a need for VA to improve its procedures for onsite supervision of construction work, enforcement of contract requirements, and development of specifications for hospital roadways.

Our findings indicated that (1) the VA did not have adequate assurance that certain material and workmanship in the Washington hospital was of the quality required by the contract, (2) the risk of structural deterioration had been increased, (3) future maintenance and repair costs may be higher than normally expected, and (4) poor design and workmanship were apparently responsible for the VA incurring additional costs of about $41,600 to reconstruct a large portion of the hospital roadways which deteriorated shortly after the hospital was completed. In view of these basic weaknesses in agency procedures, we concluded that the construction deficiencies found at the Washington hospital could also exist at other VA construction projects.

As a result of our review, VA, in May 1968, informed us that it (1) had adopted

the practice of contracting directly with commercial testing laboratories, (2) had rewritten the resident engineers' handbook outlining the duties and responsibilities of the staff that performs onsite supervision of construction work, (3) had established Field Representative positions for the purpose of, among other things, conducting intermediate inspections of major construction jobs; writing reports on such items as the effectiveness of VA supervision, contract deviations, and the status of construction units; and assisting in expediting actions on outstanding problems, (4) had issued a specific directive emphasizing the necessity for timely determination and enforcement of contract requirements, and (5) had revised its master specifications relating to the construction of hospital roadways. The VA's actions should, if properly implemented, result in significant benefits to the Government.

Consolidation of Requisitions on a Single Government Bill of Lading

Our report to the General Services Administration in February 1968 disclosed that supplies requisitioned on a low-priority order were generally processed so as to be shipped daily by the warehouse. Our review established that if requisitions were held within the allowable time frames instead of being processed on a daily basis, consolidation of shipments to individual consignees could be improved. This in turn would result in savings through lower transportation costs and reduction in the numbers of bills of lading and related documents prepared and processed.

We recommended that procedures be implemented to specifically require routing requisitions to be held for maximum periods within allowable time frames to reduce the cost of transportation. By letter dated June 21, 1968, the Transportation and Communications Service informed us that the General Services Administration concurred in our finding and had instituted corrective measures which they thought would mitigate the identified condition. They plan to adopt new requisitioning procedures on a nationwide basis; thus, there will be substantial savings in transportation costs and a reduction in the numbers of documents processed.

Savings by Selection of Lowest Cost Carrier for Freight Shipments

In a report submitted to the Selective Service System, we referred to freight shipments from Washington, D.C., that could have moved at lesser costs had a different type of carrier been selected. In its response in June 1968, Selective Service agreed that significant savings would have been realized by use of the mode suggested by us and stated that it would revise its Fiscal and Procurement Manual to indicate the nationwide availability of transportation assistance by General Services Administration central and regional offices so as to effect even more savings in the future.

EXTENT OF GAO AUDIT OF FEDERAL AGENCIES

Senator MONTOYA. You have already gone into the particular savings, some are measurable and others are not.

Mr. STAATS. Yes, sir.

Senator MONTOYA. Just how extensive are your audits of the Federal agencies? Are they complete audits or spot check audits or both?

Mr. STAATS. They are both. I might preface my answer by saying that to the extent that—this gets back to one of Senator Young's questions earlier—that we can utilize internal audits made by the agencies, just as we do in the foreign aid field with the Inspector General's reports, we use that information.

But we may want to go deeper in some respects. We may want to go behind it and test some of the data that they have. We do not want to, in effect, accept without question audit work that is done in the agencies without some testing on our part.

So, where an agency has already been involved in an internal audit, we would do a very selective type of audit.

Mr. Morse is here and he could possibly add to what I have indicated.

INTRODUCTION OF ASSOCIATES

Senator MONTOYA. Will you identify yourself for the record at this point all of your assistants here, Mr. Staats.

Mr. STAATS. Mr. Morse is the Director of our Office of Policy and Special Studies, which is concerned with our policies and standards in our audits as well as in our financial management area.

Mr. Keller, our general counsel, you know.

Mr. Simmons is director of our Office of Administrative Services.

Mr. Cornett is our budget officer.

And Mr. Kensky is in charge of our program planning staff.

BASIC AUDIT APPROACH

Mr. MORSE. Mr. Chairman, our basic approach in all of our work is selective. We examine first with respect to all agencies their systems of procedures for controlling their expenditures and programs. We do it based on surveys.

Then based on our survey work we select the areas we think are worth penetrating by more detailed examination based on our judgment as to whether there are possible savings or weaknesses that ought to be examined into.

This is done with respect to major departments and agencies and with respect to all of their programs and activities.

Our audit work is more detailed when we get down to the level of settling the accounts of accountable officers. There is a statutory requirement that we settle these accounts within a 3-year period.

But our work that results in reports to the Congress is selective as to specific aspects of specific programs.

SPECIFIC AUDIT REQUESTS

Senator MONTOYA. Unless the committee or somebody else requests you otherwise.

Mr. MORSE. Then we have a different policy. As Mr. Staats mentioned earlier, we will undertake to do congressional request work on a priority basis and respond specifically to what the committee or Member is interested in from us.

AUDIT OF THE LEGISLATIVE AND JUDICIARY BRANCHES

Senator MONTOYA. To what extent do you audit the legislative branch and the judiciary?

Mr. MORSE. On the legislative branch, we have on Capitol Hill a number of specific areas that we are requested to audit. Some of these audits are required by law, such as the Architect of the Capitol and the Sergeant of Arms in the House. We also receive specific requests to make audits of the recording studios, the Capitol guide force, the stationary revolving fund, beauty shops, barber shops and so forth.

Mr. STAATS. I might add, Mr. Chairman, that we have scheduled for the 6-month period, July 1 through December 31, of this year for work in the legislative branch 22 full-time professional staff. That gives you some idea as to the amount of work that is involved.

With respect to the judicial branch, we have scheduled five professional staff members. This work is conducted here in Washington in the administrative office of the U.S. courts. We now have arrangements with the judicial conference whereby we will also examine records in the district courts. We are doing reviews currently in two locations, one in Los Angeles and the other I believe in Chicago.

COORDINATION OF AUDIT PROGRAM WITH CONGRESSIONAL INTEREST

Senator MONTOYA. How do you determine which activities will be most responsive to Congressional interests, as indicated in your justifications? Give us some examples?

Mr. MORSE. To be responsive, we keep close tabs on all hearings and we have an Office of Legislative Liaison that works with all committees. We therefore have a pretty close idea of what the different committees are interested in.

Then we relate that to our surveys in all the agencies in making our decisions as to what specifically we are going to go into. This is how we make our decisions. An example is in the manpower programs. One committee last year urged us to expand our work in judging the value and usefulness of the many manpower training programs that the Federal agencies have.

We are now programing our work in the next year specifically to go into those programs.

Mr. STAATS. We have in addition established a regular briefing arrangement with our staff, working with the staffs of the committee to, in effect, bring each other up to date of the interests of the work of the others.

We feel that this is useful, not only in terms of meeting time schedules most useful to the committees, but also in terms of the subject matter areas.

To give you an illustration of these arrangements we work very closely, for example, with the Joint Committee on Atomic Energy. We have been doing a study there at the request of the Committee to try

to keep up to date on the progress and problems involved in both the AEC and the Defense Department on the Sentinel program. We have about 30 people working at the laboratories and in the contractor plants and government agencies.

We have also been doing for the Joint Committee, a study on the management of equipment by the Atomic Energy Commission. This is something the Committee was interested in and asked us to look into.

The equipment represents about $5 million of investment. This study required 3,000 man-days which is a very substantial effort.

We have recently completed a study and testified before the Joint Committee on the possible transfer of the Atomic Energy Commission gaseous diffusion plants. As you may know, there has been a proposal that the Federal Government sell the three largest gaseous diffusion plants to a utility combine. The atomic industrial forum made this proposal.

So, the committee was interested in our making a study as to what would be involved in terms of costs and prospective revenues, in other words when would be the most economic time to sell if the decision were made to sell?

Then we did a study on the administration and management of the biology and medicine research program, and were interested there particularly in how they selected their research projects, how they reviewed them, and how they disseminated the research findings.

These are examples of the work we are doing for this particular committee.

USE OF CONSULTANTS AND CONTRACTORS

Senator MONTOYA. Do you hire consultants when you engage in this type of work, evaluation of scientific hardware?

Mr. STAATS. We didn't in this particular case, but we do in some cases. We would like to do this more.

Senator MONTOYA. I notice that you have been hiring contractors. I would presume that they are auditing firms, to do some work, some auditing work?

Mr. MORSE. The three that we used last year on the review of the economic opportunity program are not auditing firms. One of them was an interviewing firm that went out into low-income areas to make interviews and get data for us.

Another one was a systems analysis organization to assist us in making examinations of the data that was in the agencies.

Mr. STAATS. The costs and benefits of the different programs.

Mr. MORSE. The third one was experienced in management information systems and they helped us review the character of the OEO programs and their data systems.

OFFICE OF ECONOMIC OPPORTUNITY STUDY

Senator MONTOYA. Did you have any study made of the results of these different projects? Like concentrated employment?

Mr. STAATS. We have done two things: One is we submitted an overall report. Then we are making a number of individual indepth reports at Job Corps centers and at specific locations where the CEP program, the Neighborhood Youth Corps program, and other programs authorized under the Economic Opportunity Act.

We will have a total of 52 reports when we are finished dealing with specific locations and specific programs. We did studies of the CEP in four cities.

MANPOWER DEVELOPMENT AND TRAINING

I might add here that the Senate Labor and Welfare Committee last year in connection with the extension of the MDTA, asked the GAO to review the alternative manpower training programs of the Government from the point of view of which programs yield the best results in terms of the costs to the Government. We are going to be using consultants to help us in this area.

Senator MONTOYA. You have not completed your study?

Mr. STAATS. No. We have done some work in the manpower field. We did a study in California on the MDTA. We have completed some of the programs on the CEP program, which we would be glad to make available to you.

Senator MONTOYA. I wish you would.

(The information follows:)

On November 26, 1968, GAO issued a report to the Congress on improvements needed in contracting for on-the-job training under The Manpower Development and Training Act of 1962. This report was made on the review of the Department of Labor's program for providing disadvantaged and hardcore unemployed with on-the-job training through contracts awarded to private firms to conduct the necessary training programs principally in the Los Angeles County area of California.

Under the work under the Prouty Amendment, GAO reviewed the effectiveness and administrative efficiency of the Concentrated Employment Programs in Chicago, Illinois, Detroit, Michigan, Los Angeles, California and St. Louis, Missouri. Draft reports on these reviews are with the agency for review and comments at this time.

CEP PROGRAM

Senator MONTOYA. What has been your conclusion with respect to the CEP program? Just highlight your findings and your conclusions

Mr. STAATS. In general, we feel that the CEP program is a good concept by placing facilities in the areas where the need is greatest and where a combination of counseling service can be provided, sometimes called an outreach service. You don't wait for the individual to come seeking a job, but try to identify the person who is capable of being trained to earn a living. You teach him the basic elements of what is involved in the job such as getting to work on time, wearing the proper clothing, and this sort of thing.

Then, most importantly, they have lines with the employer. Under the JOBS program, that the National Alliance for Businesses is sponsoring, the idea is that they will recruit principally through the CEP program.

The NAB uses the employment service where they don't have CEP programs underway.

Our findings on the studies that we have done is that while this is a good concept, there is considerable room for improvement.

Senator MONTOYA. Too much overhead and there is quite a bit of inefficiency, isn't there?

TRAINING AND EMPLOYMENT OPPORTUNITY

Mr. STAATS. The main thing we identified, Mr. Chairman, was the lack of good arrangements with employers so that individuals who go through the CEP program could be reasonably sure of a job after they went through it.

Of course, it can be counter-productive if we bring a person into one of those programs and lead him to believe he is going to get a job and he doesn't get one.

This is a point I think we have made in our report, the need for closer ties and more commitment on the part of employers with the CEP.

Senator MONTOYA. Did you uncover any malfeasance?

Mr. STAATS. I think the situation on OEO generaly in this respect was somewhat improved after the difficulties that developed in Syracuse, N.Y., where there was considerable difficulty of this sort and also in New York City. You may recall, there was a problem there. But we were looking primarily at ways in which you could improve the management of the program.

We were trying to make assessments as to where the programs had really worked or had good promise of working as against those which were not.

For example, our conclusion was that the neighborhood youth corps out-of-school component really was not performing a very useful function. It may be better to have these people go through the other manpower training programs.

COMMUNITY ACTION PROGRAM

Senator MONTOYA. What about the community action program?

Mr. STAATS. In general, we felt that the Community Action program was working pretty well and was performing a valuable role, in terms of getting the people involved with respect to solving their own problems.

We have a number of suggestions as to how it could be improved. We felt, for example, that in many cases the poor were not participating as much as they should.

REVIEW OF MODEL CITIES PROGRAM

Senator MONTOYA. I notice that you intend to go into the model cities auditing. This is a very good thing, I think. Because what you have just said I have been thinking about for some time, that perhaps the poor were not getting benefits out of the model cities program. I would even go further and say that I think some oversight is needed on the model cities program so as to prevent overappraisal of property, or overevaluation. I think this has occurred throughout the country, where property has been appraised too high and people have been just getting to the Treasury.

I think this is a very good field for you to go into. I understand you are going into it from your statement.

You mentioned that you were employing these people to make reviews for you and to go into areas and talk to people. Do you contract any other work in GAO?

GAO MANAGEMENT INFORMATION SYSTEM

Mr. STAATS. We have two contracts now, minor, contracts, which are related to the establishment of this internal management system that I referred to.

Senator MONTOYA. What is that? Will you explain that?

Mr. STAATS. Yes; I will be glad to.

This is a term which is used to describe a system which will utilize a computer to provide internal information with respect to where we stand on individual work assignments, how much manpower is being utilized, the time requirements on those assignments, the status of it in terms of what stage the assignment is in. That is one use of it.

Another use of it is for internal administrative purposes, such as payroll, acounting.

A third use is to find data with respect to the experience and qualifications of our own personnel. We are interested for example, and we do a considerable amount of work in Latin America. We have quite a few Spanish-speaking people in the GAO. It is easy through a system of this kind, to be able, if we have that prerecorded, just to run it through a computer. We will find that maybe we have people in New Orleans and we have got so many in Dallas and so many in Los Angeles that can be considered for an assignment in Latin America.

All of this we are going to put on a central computer system.

A fourth use we will have for it is in the transportation audit field that we were describing earlier, where we have large volumes of audits. We will utilize a computer for that purpose.

Senator MONTOYA. Have you been doing this right along?

Mr. STAATS. We have been doing some of it by arranging for computers outside the GAO. We have utilized the computers of the Bureau of the Labor Statistics and the Maritime Administration which means we ordinarily have to use it after their hours, evenings and Saturdays and Sundays or something of that kind. I think I should add that a computer is also going to be important for us as time goes on, particularly in retrieval of information that we need for audit purposes where the data is already on computer tape. We need to retrieve that information by the use of the computer.

COMPUTER CENTERS

Senator MONTOYA. There are quite a few computers that are being leased by different Government departments. Have you given any thought to the centralization of a computer system for the different agencies of the Government?

Mr. STAATS. We made a study in the Department of Defense in which we recommended centralization of the computer management.

Senator MONTOYA. That study probably reflected a great economy, didn't it?

Mr. STAATS. I believe it did. We also approached this program from the standpoint of agency sharing in the use of computers. This is a function that we have been interested in, as has the Budget Bureau and the General Services Administration. We have made very considerable progress in this area.

For example computer-sharing centers have been established in Philadelphia, Washington, and Denver.

Senator MONTOYA. There are quite a few. I made a perfunctory check on that and found that the Government was really going into computers and not consolidating and not centralizing. It was a proliferation.

Mr. MORSE. Almost every agency tends to want to get its own.

Senator MONTOYA. This is a real fertile field for economy.

COMPUTER LEASE-PURCHASE

Mr. STAATS. We have done a great deal of work in the area of utilization of computers and on the question of whether it is more economical to buy or lease. Mr. Mahoney, who works for Mr. Morse, is in charge of this area. We have a very good staff under him.

Senator MONTOYA. What did you conclude on the alternatives of whether to buy or to lease?

Mr. MORSE. We made a major study of this question in 1963 and suggested that in most cases it would be better to buy from the money standpoint. But we recommended that before anybody does anything they make a detailed study of which alternative is the most economical.

Mr. STAATS. We are buying ours.

Senator MONTOYA. I notice that in 1968 you spent $1,240,000 for other services. Did this include computerization?

Mr. SIMMONS. No, sir.

Senator MONTOYA. There is a reduction of $600,000 the next year from that. How come?

Mr. SIMMONS. Do you mean the reduction from our actual 1968 to our revised 1969 estimate?

Senator MONTOYA. Yes.

Mr. SIMMONS. Included in the 1968 figure is about $700,000 for the contract work we had done in connection with our OEO study.

Senator MONTOYA. Did you have a saving in this item last year?

Mr. SIMMONS. Our requirements for other services are not generally as much as was required in 1968. The OEO study is not a recurring item and I don't believe it could be properly called a savings.

Senator MONTOYA. So, it is actually not a savings?

Mr. SIMMONS. No, sir.

Senator MONTOYA. I was going to give you a gold ribbon.

On page B–5, you show an increase of $23,700 for fiscal year 1970 in the rental of automatic typing equipment. The justifications state it will reduce the number of typists. Would you explain how this new equipment reduces the requirement for typists? I presume it is the robotyper?

Mr. SIMMONS. It is similar, sir. This equipment is a typewriter made by a number of manufacturers which stores in punched or magnetic tape the keystrokes of the typist. What it does is speed up the typing because the typist isn't so worried about retyping a whole page because of mistakes. She can type the first draft at a high rate of speed and then using the tape play it back hitting only the keys necessary to correct the mistakes. It saves a lot of retyping.

Senator MONTOYA. Are you speaking of a typewriter where you can have some model paragraphs and punch them in?

Mr. SIMMONS. This equipment can do that, but we will use it for the typing of our reports from rough draft through to the final report. The typist goes at a much faster speed because she knows that if she

makes a mistake she can play it back and make any correction. It works very well. Also, editing corrections would cause much less retyping.

We have put out so many reports that this will be a great help to us in an area where there continues to be a shortage of skilled help. We have bought three of these machines so far. In the regional offices, for example, we find that if we have three typists, we can cut out one by using these. We find that skilled typists are very hard to come by.

RENTAL OF OFFICE EQUIPMENT

Senator MONTOYA. The total involved for fiscal year 1970 for rental of tabulating, duplicating and automatic typing equipment, is $221,900. Isn't this quite a bite of money for the rental of this type of equipment?

Mr. SIMMONS. The tabulating equipment, Mr. Chairman, is $69,000. You are looking at the top item on page 5?

Senator MONTOYA. Yes, B–5.

Mr. SIMMONS. A part of that is for rental of our electrical accounting machine equipment. It has nothing to do with the computer.

Senator Montoya. I understand that. It is not a computer. But it is tabulating, duplicating, and automatic typing.

Mr. SIMMONS. We have tabulating equipment in two areas. The Office of Administrative Services has EAM equipment that is used to keep records of man-years used, travel statistics and other needed information. Also, in our Transportation Division, there is almost $7 million of accounts receivable. They use EAM equipment to record the receivables and then clear them as the payments come in.

They also clear all transportation claims that come in against the Government.

Senator MONTOYA. I am not quarreling with what the equipment does. Why do you have to pay so much for rent? Can't you devise some means of retaining options as you pay the rent to purchase and apply the rent?

Mr. SIMMONS. We can. But some of the equipment we have, EAM equipment, is pretty old. In the last 2 weeks, we have arranged to turn in several tabulators that rent for about $500 a month and lease from another company where we will be able to save $15,000 next year. We expect that most of this EAM equipment will soon be replaced by our computer. We watch it all the time.

Senator MONTOYA. I know you do. I wondered if you spent this much why you haven't purchased.

Mr. SIMMONS. We do purchase now and then. We take a good look at each piece of equipment and the use being made of it. If we feel it is more feasible and economical to purchase, we will do it.

Mr. KENSKY. With regard to our purchase of the computer, we will be able to reduce significantly the amount we are spending for the rental of tabulating equipment.

TRAVEL

Senator MONTOYA. For the fiscal year 1970, $4,375,000 is requested for travel, an increase of $175,000 over fiscal year 1975. Explain brief-

ly for the record why travel is such a large expense item in the operations of the GAO.

Mr. STAATS. I will make a general statement, Mr. Chairman, and then Mr. Simmons can add to it.

Our office necessarily has to travel a great deal because the records and the people that we have to deal with are located in widely dispersed agency offices.

As I have mentioned, we have personnel located in various parts of the country. This is designed in part to minimize the cost of travel. We have 16 regional offices in the United States. We have five offices overseas.

But in addition to the tools with which auditors work, travel is almost essential. Indeed, one of our problems of retaining our people with families is the amount of travel required.

Senator MONTOYA. This includes travel abroad?

Mr. STAATS. Yes.

Senator MONTOYA. In your foreign assignments?

Mr. STAATS. Yes. Mr. Simmons can add perhaps as to why we need the $175,000 increase for next year.

Mr. SIMMONS. We know from experience, Mr. Chairman, that it costs us in the neighborhood of $1,600 a year for each new auditor we put on. They do extensive travel. For example, in 1968, our men traveled an average of several months each year. That works out to about $1,600 a year per man.

In budgeting in the past, we learned that that is about the best way to arrive at a reasonable estimate for travel.

Mr. STAATS. This is related to the fact that we anticipate additional staff in 1970. This is a product of that. We have not included in this a possible increase in travel allowance now under consideration in the Congress.

Mr. SIMMONS. We don't pay the maximum per diem rate in every case. For example, last year we averaged $15.50 a day. Sixteen dollars isn't enough in many cases. But we do average out because we base our payments on the situations in the town the man visits.

We also don't pay the 12 cents a mile that is authorized for mileage. Our employees travel some 7 million miles a year.

Senator MONTOYA. Most of your people would be based in a town for some length of time, not overnight, wouldn't they?

Mr. SIMMONS. It depends. Travel out of Washington is invariably a short trip. Our men in the field could be in a place 2 or 3 months. When he stays as long as 6 months, then it takes special approval to continue.

Senator MONTOYA. But that reduces the cost when a man is permanently in a location for some length of time?

Mr. SIMMONS. We find that to be true because he is able to secure accommodations on a lesser rate. His per diem is based on the average cost of lodging so it is reduced.

ASSISTANCE TO THE CONGRESS

Senator MONTOYA. On page B–12, it is stated, "Request work for committee chairmen and individual congressmen in the areas of these new and expanded programs, civil agency branches, has increased sig-

nificantly and much of this work has to be done in locations which involve substantial travel by our Washington and regional staffs."

Give us some examples of the type of request work you referred to, committee chairmen, and individual congressmen.

Mr. STAATS. The example we discussed a few minutes ago is relevant, the work we did in Vietnam and in Thailand. We have done a substantial amount of work in Latin America at the request of Members of Congress.

The point we are making here is that the amount of work that we are doing for Members of Congress and committees of Congress has increased substantially and necessarily associated with that, if it involves work outside of Washington, is the associated travel costs.

Senator MONTOYA. Do you have the figures indicating the expense involved in servicing these requests?

Mr. STAATS. I believe we do have that.

Senator MONTOYA. Could you furnish for the record the number of personnel assigned for such purposes, and the committee or office requesting the work and the cost involved and the amounts reimbursed, if any?

Mr. STAATS. Yes, we could.

Senator MONTOYA. And also, the purpose of the assignment.

Mr. STAATS. There are two kinds of assignments involved here. One is the case, I believe you are referring to, where we assign an individual to work with a committee. He may be there for a few weeks or a few months or he may be there for a longer period of time.

DIRECT ASSISTANCE

By law, we are required to provide special assistance to committees concerned with appropriations, revenues and government operations. By and large, we attempt to obtain reimbursement.

In fiscal year 1969, we incurred net expenditures out of our budget for salaries and expenses of individuals assigned to committees of $365,947. We can supply this table for the record, Mr. Chairman.

Senator MONTOYA. Yes, if you will. If you have any other information that is pertinent to my inquiry, also.

Mr. STAATS. Yes.

(The information follows:)

SUMMARY OF ASSIGNMENTS OF PERSONNEL TO CONGRESSIONAL COMMITTEES, FISCAL YEAR 1969

Committee	Staff assigned			Salaries	Travel expense	Total cost	Reimbursed by committee	Net expenditures by GAO
	Professional staff	Other	Total					
U.S. SENATE								
Committee on Commerce	0	1	1	$662	0	$662	0	$662
Committee on Government Operations, Permanent Subcommittee on Investigations	35	0	35	171,682	8,400	180,082	0	180,082
Committee on Public Works	1	0	1	17,581	226	17,807	0	17,807
Committee on Armed Services, Preparedness Investigating Subcommittee	2	0	2	9,751	1,732	11,483	9,751	1,732
U.S. HOUSE OF REPRESENTATIVES								
Committee on Appropriations	8	3	11	93,374	21,643	115,017	21,643	93,374
Committee on Banking and Currency	6	0	6	19,785	0	19,785	0	19,785
Committee on Education and Labor, Special Subcommittee on Education	2	0	2	1,645	0	1,645	0	1,645
Committee on Government Operations	2	0	2	6,508	86	6,594	0	6,594
Subcommittee on Donable Property	1	0	1	473	0	473	0	473
Subcommittee on Intergovernmental Relations	4	0	4	4,388	0	4,388	0	4,388
Committee on Post Office and Civil Service	1	1	2	32,489	0	32,489	0	32,489
Select Committee on Small Business, Subcommittee on Foundations	2	0	2	6,639	0	6,639	0	6,639
JOINT								
Committee on Atomic Energy	1	0	1	277	0	277	0	277
Total	65	5	70	365,254	32,087	397,341	31,394	365,947

REIMBURSABLE COSTS

Senator MONTOYA. What part of that was reimbursable and to what extent?

Mr. STAATS. The total cost is $397,341, of which $31,394 was reimbursed, a little less than 10 percent reimbursed, leaving a net cost being the figure that I referred to.

Senator MONTOYA. Does that expenditure of $331,000 involve assignment of your personnel to committees in the Congress?

Mr. STAATS. Yes, sir, that is correct.

OTHER ASSISTANCE

Senator MONTOYA. What about assignments out in the field responsive to requests from committees of the Congress?

Mr. STAATS. That all comes out of our budget.

Senator MONTOYA. Would you furnish some kind of detail as to the cost of servicing those requests?

Mr. STAATS. Yes, sir.

Senator MONTOYA. You don't get reimbursed for those of course.

Mr. STAATS. No, sir.

(The information follows:)

ESTIMATE OF COST OF ASSISTANCE TO CONGRESS FOR FISCAL YEAR 1968

	Man-years	Cost
Direct assistance [1]	50	$591,000
Other assistance [2]	395	8,730,000
Total	445	9,231,000

[1] Direct assignments of GAO employees to the Congress.
[2] Other assistance includes: (1) Special audits and investigations requested by congressional committees and individual Members of Congress; (2) assistance to committees on legal, legislative, and audit matters, including comments on pending legislation; (3) accounting and auditing services provided to House and Senate offices and Members; (4) testimony at hearings.

COMPARISON OF TRAVEL FUND REQUIREMENTS BY PROGRAMS

Senator MONTOYA. I am inserting in the record at this point a table comparing travel fund requirements by programs both within and outside the continental United States.

(The information follows:)

FISCAL YEARS 1969 AND 1970

[In Thousands of dollars]

	1969					1970				
	Travel within continental United States		Travel outside continental United States			Travel within continental United States		Travel outside continental United States		
	By regional office staffs	By Washington staffs	By Washington and regional office staffs	By foreign branch staffs	Total	By regional office staffs	By Washington staffs	By Washington and regional office staffs	By foreign branch staffs	Total
Defense programs:										
Facilities and construction	100	10	8	18	136	105	10	8	18	141
Management control systems	140	20	7	40	207	150	20	8	41	219
Manpower	295	25	30	26	376	300	25	34	25	384
Procurement	285	24	8	22	339	295	24	8	22	349
Research and development	85	14	7	12	118	95	15	8	12	130
Supply management	285	34	55	84	458	295	32	56	83	466
Support services	110	13	8	23	154	115	14	8	23	160
Other		20	7		27		20	7		27
Total, Defense programs	1,300	160	130	225	1,815	1,355	160	137	224	1,876
Civil agency programs:										
Agriculture	125	10			135	125	14			139
Commerce	28	6	10		44	46	7	23		76
Defense—Army Corps of Engineers	45	3		3	51	48	3			51
Health, Education, and Welfare	190	30			220	200	32			232
Housing and Urban Development	40	8			48	51	8			59
Interior	144	9	5		158	160	10			170
Justice	20	2			22	22	3			25
Labor	28	5			33	52	5			57
Post Office	20	6			26	20	8			28
Transportation	90	10		5	105	125	12			137
Treasury	21	8			29	18	5			23
Atomic Energy Commission	96	35			131	110	35			145
Civil Service Commission	8	1			9	2	1			3
Federal Home Loan Bank Board		1			1	1	1			2
General Services Administration	10	5			15	12	6			18
National Aeronatucis and Space Administration	63	15			78	60	15			75
National Science Foundation	20	3			23	17	2			19
Office of Economic Opportunity	127	23			150	45	9			54
Small Business Administration	20	4			24	26	5			31
Veterans' Administration	38	5		14	57	36	5			41
Multiagency programs	2	2			4	3	1			4
Settlement and payroll audits	54				54	70				70
Other	1	39			40	1	43		28	72
Total, civil agency programs	1,190	230	15	22	1,457	1,250	230	23	28	1,531

FISCAL YEARS 1969 AND 1970—Continued

[In Thousands of dollars]

	1969					1970				
	Travel within continental United States		Travel outside continental United States			Travel within continental United States		Travel outside continental United States		
	By regional office staffs	By Washington staffs	By Washington and regional office staffs	By foreign branch staffs	Total	By regional office staffs	By Washington staffs	By Washington and regional office staffs	By foreign branch staffs	Total
International programs:										
Foreign assistance programs			68	45	113			65	45	110
Financial management			7	16	23			9	16	25
State and other international			50	44	94			52	44	96
Other			45	48	93			49	48	97
Total for work performance			170	153	323			175	153	328
Change of station travel				153	153				165	165
Total, international programs			170	306	476			175	318	493
Transportation programs			27	20	47			35	25	60
Training, recruiting, and administration	300	55			355	305	60			365
Other		50			50		50			50
Total	2,790	495	342	573	4,200	2,910	500	370	595	4,375

FOREIGN TRAVEL

Senator MONTOYA. I note you are requesting $965,000 for international travel costs, which is an increase of $50,000 over the 1969 program. You mentioned travel assignments to the Far East, Asia, Europe, and the Near East, Africa and Latin America.

Please discuss the type of operations you maintain in these areas; are they permanent, transitory, and are they increasing in scope?

Mr. STAATS. The travel that is involved is two types. One is travel from Washington to the site, and the second is the travel that would be done out of one of our offices in connection with the audit work that is performed by the staff of one of those offices.

For example, we have an office in Frankfurt, which has just completed a review of the foreign assistance program in Ethiopia.

At least two trips were involved for the staff from Frankfurt, Germany, to Ethiopia.

Senator MONTOYA. Was it cheaper to keep them in Frankfurt?

Mr. STAATS. Yes, cheaper than it would have been if we had traveled out of Washington. We do not have an office in Latin America. This means that all the work we do in Latin American has to be done by travel from the United States.

We have given some consideration to whether or not it would be cheaper and better to have a small staff located permanently in Latin America, but this in an open question, as far as we are concerned. Similarly, we have an office in the Far East that works out of Honolulu. The travel distances there, as you know, are very great.

We have opened a small office in Manila, so as to reduce the travel time and the travel costs in and out of Vietnam.

Both of these types of travel are involved. The increase that we are requesting is mostly against the additional work that has been planned in the next fiscal year in the overseas area, involving both types of travel costs.

Is there any anticipated increase in the cost of travel as such?

Mr. SIMMONS. No, sir.

Mr. STAATS. It is entirely a product of the amount of the work we anticipate doing in the overseas areas.

ORIGIN OF GAO AUDITS

Senator MONTOYA. What percentage of the investigations or audits requested by the Congress, the agencies, or as routine assignments, emanate from GAO policy?

Will you categorize those for the record?

Mr. STAATS. Yes; we will.

(The information follows:)

Based on our experience to date, we estimate that during fiscal year 1970 our professional staff resources in the accounting, auditing, and investigative areas will be applied as follows:

	Percent
Assistant to the Congress	20
Direct assignment of staff to work for congressional committees	
Specific audits, investigations, and inquiries made at the request of congressional committees and individual Members of Congress	
Special assistance to Congress on legal, legislative, and audit matters	
Accounting and auditing services provided to congressional offices and Members, and testimony at (including preparation for) congressional hearings	
Surveys, reviews, and examinations under general audit authorization	70
This work is directed toward determining:	
Whether the agency is carrying out only those activities or programs authorized by the Congress and is conducting them in the manner contemplated and to accomplish the objectives intended. Where appropriate, we also determine whether the authorized activities or programs effectively continue to serve their originally intended purpose.	
Whether the programs and activities are conducted and expenditures are made in an effective, efficient, and economical manner and in compliance with the requirements of applicable laws and regulations, including decisions of the Comptroller General.	
Whether the resources of the agency, including funds, property, and personnel, are adequately controlled and utilized in an effective, efficient, economical manner.	
Whether all revenues and receipts arising from the operations under examination are collected and properly accounted for.	
Whether the agency's accounting system complies with the principles, standards, and related requirements prescribed by the Comptroller General.	
Whether reports by the agency to the Congress and the central control agencies disclose properly the information required for the purposes of the reports.	
Audits pursuant to specific statutory requirements such as those pertaining to the audit of Government corporations and settlement of accountable officers' accounts	10
Total	100

INCREASE IN GAO RESPONSIBILITY

Senator MONTOYA. Do you have any recommendations to make concerning increasing the GAO responsibility in this phase?

Mr. STAATS. I don't believe so, Mr. Chairman. We have a very broad charter. There has been under consideration, as you know, the Legislative Reorganization Act, which passed the Senate but which has not passed the House. It would considerably enlarge the GAO's responsibility particularly in the area of providing fiscal information to the Congress, working with the executive branch, utilizing computers, building on the data which the executive branch has developed for its own uses.

That bill also contemplated that the GAO would administer the Lobby Registration Act. Thirdly, it contemplated that we would make studies for the Congress at their request, attempting to evaluate the costs and benefits of particular programs. We feel that we have adequate authority to do this now to the extent of our staff capability.

There was enacted as we mentioned the specfic assignment to review the poverty program. This has been virtually completed, although we will continue to be concerned with the poverty program in our

regular audit program. The Senate Labor and Welfare Committee, as we previously referred to, asked us to make special studies in the manpower training field. We will do this.

The Intergovernmental Cooperation Act which passed last year provided that the GAO would undertake reviews at the request of Congress of grant-in-aid programs from the standpoint of their effectiveness and their administration.

We feel our charter is already broad enough to encompass that as well. To the extent that we can do so, we will increase our reviews of grant-in-aid programs as I have indicated in my formal statement.

CONSTRUCTION COST INDEX

Senator MONTOYA. Have you made any surveys on the cost of construction, highway construction, and building construction, under GSA's program and public works construction, such as dams on a national basis—the increase of cost year by year?

Mr. STAATS. I don't believe we have.

Mr. MORSE. Nothing quite like that.

Mr. STAATS. The Joint Economic Committee has been interested in our making an effort to develop an index of the cost of the production of military items, which would include construction. There has been some past efforts to develop a similar index for construction.

But I don't believe we have made any studies of the increase in the cost of construction, as such.

Senator MONTOYA. The reason I mentioned this is because that is tied into budgetary process more or less in that for instance if you delay the funding for, say, a certain reclamation project until next year, it is going to cost you 5 or 6 percent more and what effect that might have on the Government.

This is now starting to plague us in that we are having to get additional authorizations for the projects for which construction was started but funding was constricted.

Mr. STAATS. Yes.

DECREASE IN GAO STAFFING SINCE 1960

Senator MONTOYA. On your table on page A–25, you show a net decrease in personnel of 479 over the 10-year period since fiscal year 1960; and a flow of personnel from the Fiscal, Claims and Transportation Divisions to accounting and auditing. What accounts for this decrease and the changed emphasis?

Mr. STAATS. We would be happy to answer. This takes place, as you have indicated, in these two Divisions. One of the areas, of course, involved here is the Claims Division where there has been legislation recently enacted which affects that.

Mr. Keller, would you want to explain?

Mr. KELLER. Yes: I will be very glad to.

There has been a decrease in our Transportation Division, as you will note from the chart on page A–25. In 1960 we had a total of 1,190 people. At that time, and for 1 or 2 years thereafter, we were doing a reaudit of transportation payments made during World War II. This was a program started in the early 1950's. It was a very productive program judged by the amount of recovery for the Government. As

that program wound up, we were able to gradually decrease our personnel in the Transportation Division. As Mr. Staats pointed out earlier in the statement, with the defense expenditures, our work has increased somewhat.

Our Claims Division work has decreased as a result of a number of things. The Claims Collection Act, which was passed by Congress in 1966, gave the agencies authority to compromise and settle claims of the United States against an individual.

Formerly, many of those cases came to the General Accounting Office for collection. We are making a continuing study to see how the act is working out, how the agencies are administering it.

Also, there are other types of claims which over the years we have given authority to the agencies to settle, rather than to send them to the General Accounting Office to process.

In our column here "Fiscal and Other," I think for the most part—they were what we call our fiscal auditors, which are audit personnel who are primarily specialists in travel audits and pay audits, rather than the type of personnel that can take an overall look at a problem from the more comprehensive standpoint.

As the fiscal auditors have left, either through retirement or perhaps transferred to another agency, we have not recruited that type of personnel. Instead we have recruited personnel trained in accounting and for the most part recent college graduates.

Types of GAO Positions

Senator Montoya. Would you mind submitting for the record—I don't see it here in the Justifications—a categorization of the employees that you have in the General Accounting Office? Is that difficult to compile? How many accountants, how many auditors, what have you?

Mr. Staats. Yes.

Mr. Simmons. Do you mean as of a particular date?

Senator Montoya. On the last-fiscal-year basis.

Mr. Simmons. Yes.

Senator Montoya. Do you have it in the Justifications?

Mr. Simmons. I have figures here showing professional staff, legal staff, transportation specialists and so forth, and then the whole administrative-clerical area that supports this. These are positions in the budget for 1969 and for 1970.

Senator Montoya. Would you insert that, the comparative tables?

Mr. Simmons. I would be glad to.

(The information follows:)

	Net positions (man-years)	
	Revised estimate, 1969	Estimate, 1970
Accountants and auditors	2,475	2,585
Attorneys	106	114
Transportation management and freight-rate specialist	390	400
Claims adjudicators and claims examiners	75	73
Fiscal auditors	144	144
Administrative and clerical	1,213	1,248
Total	4,403	4,564

REQUESTED INCREASE IN GAO STAFF

Senator MONTOYA. You are requesting a total of 161 new average positions, an increase of $2,970,000 over your regular appropriation for fiscal year 1969.

If these additional 161 average positions are allowed, you will have had an increase of about 418 authorized permanent positions in the last two fiscal years from the table reflected in A–25 of the justification.

To what do you attribute the steady buildup of staff since your low point of 1965?

Mr. STAATS. These 161 positions includes both the professional and support personnel. One hundred and ten of these are in connection with the audit work that the GAO does. Fifteen are involved in the increase in the workload that is involved for the transportation division and the remainder are both support personnel and for other professional support.

In general, though, the increase reflects principally the enlargement of the work we are doing in the review of Government programs and in the assistance that we are providing to the Congress. As I have indicated, our assistance to Congress has almost doubled in the last 3 years.

In addition to that, the growth of the programs in the welfare field, in the health, education, housing, all are requiring more and more staff time.

We have had to expand our work overseas as well. The offices in Saigon and in Manila and in India were all established within the last 3 years.

Senator MONTOYA. You have 20 in Saigon?

Mr. STAATS. Twenty permanent positions in Saigon

Senator MONTOYA. How many do you have in Latin America?

Mr. STAATS. We have none there permanently.

Senator MONTOYA. You send them from here.

In view of the finance stringencies in which the country finds itself and the desire for economy, what areas would you think exist wherein you could best absorb a reduction in your request?

EFFECT OF BUDGET REDUCTION

Mr. STAATS. Mr. Chairman, we would hope that this would not be the case. We feel that our mission is to save money and to improve operations. We feel there is a very great need for our becoming a stronger agency and to make even more effort to effect savings.

The $230 million of savings that we have shown is only a small measure of the savings that the GAO has been able to effect. Even the $230 million, however, is roughly four times our budget in demonstrable dollar savings.

We feel that it is important that the GAO strengthen its work in the military procurement area. I did not mention in my opening statement that we have within the last month reprogramed our staff to provide an additional 190 people, full-time professional people, in the military procurement area.

We are doing this by taking 100 of the 110 positions requested for 1970 and assigning them to the military procurement area.

We are reallocating, within our present staff, enough additional jobs to make up 190 total jobs to strengthen our military procurement work.

To a considerable extent, these people will be involved in the reporting that I have described on the status of the major weapons systems, the 60 to 70 major weapons systems.

The other point I would make is that we have grown since 1960 only about one-half as fast as the budget for the Government as a whole.

For all of these reasons it is important that the GAO continue to grow at a modest rate. We feel this is a modest increase. If we were able to recruit and train high-quality professional people, I think we would be asking for more money than we have this year because we think the need is that great.

Senator MONTOYA. So, you are not in a position to assign priorities on the increase in positions?

Mr. STAATS. I don't see quite how we can, because our work varies so much during the year. We have to respond to the requests that come from the committees of Congress. This involves changes in staff assigned to particular functional areas. Our interest in the military procurement area is, I think, to be frank about it, an honest response on our part to the growing interest in the Congress in ways to save money in military procurement.

Every committee that has any concern with this problem is now asking us for more and more help—Appropriations Committee, Armed Services Committee, the Joint Economic Committee—all of these committees have come to us for additional help as a result of this growing concern.

DEFENSE AUDIT ACTIVITY

Senator MONTOYA. How many of these positions will you be assigning to surveillance over the defense expenditures?

Mr. STAATS. In practical terms, 100 out of the 110 professional increase that we are asking for in 1970 will be in the military procurement area.

Senator MONTOYA. How many do you have there now?

Mr. STAATS. In the defense area as a whole, this includes all of the defense, we have a total of 1,124 average professional staff assigned on projects over the next 6-month period. That may change, you see, as time goes on.

Senator MONTOYA. You intend to add 100 more?

Mr. STAATS. Yes. Of that total, 369 are in the procurement area. So, we will be increasing that area.

We have a total of 1,124, which represents about 40 to 45 percent of our total professional staff. It just so happens that this is roughly the percentage that the defense budget bears to the total budget.

Senator MONTOYA. You intend to add 100 of these 161 positions?

Mr. STAATS. One hundred of our 110. We are asking for only 110 additional positions in the auditing field. The 161 is our total increase including support and a few other professional staff.

NEW POSITIONS REQUESTED

Senator MONTOYA. Can you readily tell me what these 161 new positions are, starting with the 110 professional? That woud include auditing and attorneys or what categories the 161 positions are.

Mr. STAATS. One hundred and ten man-years or average employment, which would be assigned to the work in the review of Government programs and to assist the Congress, these are professional staff made up of individuals with backgrounds in accounting, engineering, other professional backgrounds.

Senator MONTOYA. That is 110.

Mr. STAATS. That is 110.

In addition, to support those 110, we are asking 25 man-years by way of clerical and administrative support.

We have requested 15 additional man-years for technical transportation auditors and supporting staff needed to keep abreast of the increase in the transportation audit work that we have described.

We have an additional 11 man-years. Do you have the breakdown on the remaining 11 man-years?

Mr. SIMMONS. Yes, sir. Three in the office of the Comptroller General and two in the Office of Administrative Services. We go down three in our Claims Division and up nine in our Office of General Counsel.

That nets out to an average of 11 man-years.

VACANCIES

Senator MONTOYA. Then you have 59 that are in the pipeline to be filled?

Mr. STAATS. You mean vacancies that were referred to by Mr. Simmons?

Mr. SIMMONS. Fifty-one. Yes; we expect those to be filled in the next month or so based on commitments we have.

Senator MONTOYA. You have had an average of more than that right along?

Mr. SIMMONS. Yes, sir. More vacancies.

Senator MONTOYA. Do you have to continue that average more or less?

Mr. SIMMONS. We do, so as to provide for an increase in staff. We have over the last 10 years averaged 90-plus man-years increase in professional staff.

JUSTIFICATION FOR NEW POSITIONS

Senator MONTOYA. That is the point that I want to make. I want you to tell me why you cannot utilize these positions if they have averaged out as you indicated before instead of providing for new positions for your needs.

Mr. SIMMONS. We feel we need the increase of about 90 to 100 man-years a year to do the job. We need these additional positions in order to realize the average increase we are requesting.

Senator MONTOYA. I don't want to leave the record hanging. I want you to tell me whether or not this is an indispensible occurrence, namely, that so many positions remain unfilled during the course of

the year and, therefore, because this is a standard occurrence, that you will, in effect, have 161 new positions but perhaps you will not be utilizing the money which is to be expended for the average 51 positions.

In other words, you stated that during the course of the last few years, that you had more than 50 positions in abeyance, not filled.

Mr. SIMMONS. Unfilled at the end of the year, as of June 30.

Senator MONTOYA. Have you considered this in your budgetary requests?

Mr. SIMMONS. Yes, sir.

Senator MONTOYA. Therefore, it stands to reason that you will not expend the salary requirements for the average positions which are kept in abeyance during the course of your experience.

Mr. SIMMONS. We have lapsed out of our budget estimates, Mr. Chairman, all of the money representing vacant or unfilled positions.

Senator MONTOYA. Has that money been lapsed back to the Treasury?

BUDGET REQUEST BASIS

Mr. SIMMONS. When the budget is prepared we put in the number of people we expect to get. Our budget is based on a very close look at how many we will actually have for the full year. We do not include in our request for the year funds to cover vacant or unfilled positions.

Senator MONTOYA. That is the point I want to make for the record.

Mr. SIMMONS. The amount we are asking for excludes that money. We are not asking for it in the first place.

Mr. CORNETT. If I may expand on this with a remark here, Mr. Chairman, our problem is that our major recruiting effort is directed to the colleges and universities.

Of course, our recruitment effort is tied in with their graduation schedule. We find that most of the people join us around June when major college graduations occur. At this point, we reach our peak employment.

We must have authorized positions to be filled at this peak level. which happens to be in June.

Our employment level during the preceding period, of course, is lower. Our reparations occur rather uniformly throughout the year at a normal attrition rate. As a result, we find our overall employment holding steady or dropping during the year, but peaking at our peak season of recruitment.

Senator MONTOYA. You average out what positions are unfilled during the course of the year?

Mr. STAATS. That is the reason we use the man-year approach.

Senator MONTOYA. I understand.

Mr. CORNETT. We base our appropriation request on the average number rather than the peak number.

Mr. SIMMONS. You might glance at the chart on page B–2 of our justifications. That shows every division and the amount of money we lapse out because of this situation.

OFFICE OF ADMINISTRATIVE SERVICES

Senator MONTOYA. For the Office of Administrative Services, you are requesting $73,300 and an increase of only two average positions

over 1969. What is the explanation for such a large increase in funds where only two positions are involved?

Mr. SIMMONS. That is a net figure, Mr. Chairman. That involves the cost of appointments we expect to make during the year, less the separations we expect to have during the year. The figure includes promotions and a very large item in our budget—periodic step increases that our people will get after a certain period of time in grade. That is the net amount of all of these various transactions.

We do say that we are going to have two more man-years next year. We are not increasing our gross number in that division, but we expect to have fewer unfilled positions during the year.

Senator MONTOYA. You are not increasing your gross number of employees?

Mr. SIMMONS. We are requesting 236 positions in 1969 and 236 in 1970. For example, for the people we put on towards the end of 1969 and other personnel actions effective for only a part of the year last year, we need an additional amount of $99,900 for the full year cost. We need an additional amount of $10,000 for 1970 for the periodic step increases that we are going to have involving 123 people. Then we are taking out an overall savings related to these appointments, separations, promotions and other changes occurring in 1970—due primarily in the delay of filing vacancies—of $36,600 which nets us back to the increase.

Mr. STAATS. I think there was one minor point that needs clarification. The number of positions is the same, Mr. Chairman, from year to year. But the average number of positions that will be filled is increased, also. That accounts for part of this increase. I think Mr. Simmons may have misunderstood your question.

Senator MONTOYA. I don't understand you now between the jobs filled and the number of positions. There are two new positions. The same number of jobs to be filled.

Mr. STAATS. That means that there were vacancies in these positions in 1969, which are scheduled to be filled in 1970. So that there would be costs involved in 1970 that we didn't incur in 1969.

Senator MONTOYA. If you didn't use them in 1969, why are you going to use them now?

Mr. SIMMONS. We are servicing more employees, Mr. Chairman. This budget for this particular division is based on the actual need. We need to print more reports, pay more travel vouchers, issue more pay checks and produce all the other work that we have to do.

This is a very conservative estimate. We do feel that with the number we have on the rolls at the end of the year, we will realize two more average positions next year. We could easily use more.

ENTRANCE SALARY FOR PROFESSIONAL STAFF

Senator MONTOYA. On page 17 of the justifications, reference is made to recruiting problems in the professional area. You have discussed recruiting problems.

What is the beginning salary for an accountant and for an attorney? Does he have to pass as civil service examination?

Mr. STAATS. Yes, he has to pass a civil service examination. All of our employees, are under civil service. Under the new salary rates. which were effective July 13, if he has an A.B. degree or a B.S. degree

and if he is in the top third of his class, he could start with a salary of $8,659. That compares with the old salary of $7,913, which is about $740 more than he could have received before this pay increase.

If he has his master's degree, then he can be hired at a salary of $9,942. Even with this increase, we are at a disadvantage in the market as far as public accounting firms and private industry. We have to make strenuous efforts to recruit these people. That is why our statement referred to the difficulty of recruiting.

COMPARISON WITH PRIVATE INDUSTRY

It is almost impossible for us to recruit from some of the major colleges and universities because private industry has offered such substantial beginning salaries.

In the accounting area, for example, in the large cities, we are at least $2,000 under the market now. With a person with a master's degree, we are even in worse shape.

Senator MONTOYA. The CPA firms will grab them, anybody like that, won't they?

Mr. STAATS. That is correct. So, we have to work very hard to recruit. The things which we can offer as attractive to these people is the opportunity for public service and a greater variety of experience than they would likely get in a CPA firm or in a private firm.

TRAINING

Senator MONTOYA. What about subsidizing part of their continued education as an inducement? Have you tried that?

Mr. STAATS. Between 4 and 5 percent of our budget goes into training.

Senator MONTOYA. Do you send them to school here at night to an accredited school?

Mr. STAATS. The training is of three kinds: One is an interagency training program sponsored by the Civil Service Commission; second, we have our own internal training classes; and third, we send our people to school. This latter may be a short-term institute or it may be upward of a year.

This is a very important thing for us—to be able to upgrade the skills of our staff. It also is one of the attractions we can offer. We can hold out as an incentive to an individual to come to the GAO that he will get good training after he comes there.

Senator MONTOYA. He is actually going to school, then. That is the inducement to him?

Mr. STAATS. Yes, sir.

Senator MONTOYA. Is this what you call the career development program?

STAFF DEVELOPMENT

Mr. STAATS. For the GAO, yes. We have a staff development program. We incorporate it all in a booklet called "Staff Development in the General Accounting Office." We feel it is important to have this information in a central place so all our employees can have it easily accessible to them and know what opportunities he will have. We also use it in our recruiting efforts.

When we go out to the colleges we are able to show the teachers as well as the students what kind of a program we have if these individuals join our organization.

Senator MONTOYA. Can anybody enroll in this program or do you assign the different individuals to different phases of the program?

Mr. STAATS. It is a process which works both ways. We have a system whereby the individual is asked to identify what training programs he would like to participate in. We call this a career planning information program instituted within the last year.

But we also ask the supervisors to identify the people that they think benefit from additional training. Then, thirdly, there will be some special areas where we will want people to receive highly specialized training such as in the computer area. We have one man that is in actuarial school now so we can get more effectively in the management of trust funds.

We try to tailor training to our needs as well as to the individual's interests.

INCENTIVE AWARDS PROGRAM

Senator MONTOYA. On page 19, reference is made to incentive awards. How effective do you feel this program is in the GAO?

Mr. STAATS. I think it has been a successful program, although a difficult one to measure in monetary terms. We could give you figures as to what we have done by way of numbers of individuals who have received quality increases, or the amount that we have paid by way of cash awards.

I am not sure that this is adequate measure, though, of the value of programs of this kind, because the more important thing is to recognize outstanding work, whether it be in the form of cash award or in the form of a quality increase in his pay.

Senator MONTOYA. Will you provide a list of the awards made for the preceding 12 months including a brief description and the amount of the award and the grades of the recipients?

Mr. STAATS. Yes.

(The information follows:)

AWARDS FOR FISCAL YEAR 1969

HONOR AWARDS

(No Cash)

Honor awards are made in recognition of unusually superior and outstanding individual or group achievements. They are designed to give singular honor and official recognition to employees because of their superior achievements and to provide incentives for employees to strive for greater accomplishments.

COMPTROLLER GENERAL'S AWARD

This award is granted annually by the Comptroller General, in a limited number of cases, either to individual employees or to groups of employees whose exceptional contributions to the operations of the General Accounting Office warrant recognition of high order:

1969—Group Award

Civil Division
Field Operations Division
Office of the General Counsel
Office of Policy and Special Studies

DISTINGUISHED SERVICE AWARD

This award is granted annually in recognition of distinguished service with the General Accounting Office, marked by sustained high quality performance and exceptional efficiency.

Flynn, Thomas A., GS–15
Gerhardt, L. Kermit, GS–16
Rasor, Robert L., GS–16
Rubin, Harold H., GS–16
Welch, J. Edward, GS–18
Wolfson, Myer R., GS–16

CAREER DEVELOPMENT AWARD

This award recognizes those employees who by their personal efforts in developing their careers have contributed so significantly to the public service as to warrant special recognition.

Broadus, W. A., Jr., GS–13
Densmore, Edward A., Jr., GS–14
Gibson, Mary Jo, GS–13
Gould, Clifford I., GS–15
Loxton, John M., GS–14
Mininger, Lowell, GS–13
Peach, J. Dexter, GS–14
Scantlebury, Donald L., GS–16
Schuler, Charles A., GS–13

MERITORIOUS SERVICE AWARD

This award recognizes superior or outstanding performance of work far above that ordinarily expected.

Agnew, William, B., GS–12
Benedict, Donald O., GS–13
Bernstein, Philip A., GS–14
Carr, Margaret E., GS–9
Childress, James D., GS–12.
Clark, Joyce E., GS–9
Coughenour, Charles R., GS–11
Dick, L. Mitchell, GS–14
Gaffney, Thomas J., GS–13
Grace, James, GS–12
Hagerman, Eugene R., GS–12
Hahn, Lewis E., GS–12.
Hughes, Charles E., GS–15
Kuchinski, Clifton, GS–13
McGee, William, GS–12
Moody, Maurice S., GS–11
Nead, Lena C., GS–11
Phillip, Clarence G., GS–15
Sawyer, Roland J., GS–15
Seigler, Clarence E., GS–14
Stevens, Lee M., GS–13
Stuck, Dean E., GS–11
Walsh, James F., GS–12
Wenzel, Henry O., WG–11
Wessinger, Hugh J., GS–14
Wheeler, John H., GS–14
Yusas, Joseph, GS–11
Group:
Chlan, Francis C., GS–14
Ell, L. Jack, GS–13
Epley, Harlan B., GS–13
McCarry, John J., GS–13
O'Carroll, John P., GS–13
Trisler, Carl T., GS–12
Zappacosta, Frank M., GS–15

SPECIAL AWARD—FINANCIAL MANAGEMENT LITERATURE AWARD

Cross, Frederick R., Jr., GS–12, $150.
Farrington, Lester C., Jr., GS–12, $150.
Loxton, John M., GS–14, $150.
Uyeda, Susumu, GS–15, $150.

This cash award was granted for the best articles by staff members published in the GAO Review. These articles must have contributed to the knowledge and professional development of the staff.

CASH AWARDS FOR SUPERIOR PERFORMANCE

Cash awards are made to employees whose job performance has significantly exceeded normal requirements and has been sustained over a considerable period of time.

CIVIL DIVISION

Casey, Kathryn C., GS–7, $175.
Glover, Louise V., GS–5, $125.
Shufeld, Rose L., GS–7, $175.
Steward, Helen I., GS–7, $175.
Turner, Emma G., GS–7, $175.

CLAIMS DIVISION

Butler, Mary V., GS–7, $200.
Martin, Jane F., GS–8, $200.
Mayfield, Edith S., GS–12, $250.
Montgomery, Russell G., GS–11, $225.
Walker, Budelle S., GS–4, $125.

OFFICE OF THE COMPTROLLER GENERAL

McCarthy, Delores A., GS–8, $200.

DEFENSE DIVISION

Carpineta, Anthony N., GS–3, $100.

FIELD OPERATIONS DIVISION

Abbinante, Phillip, GS–12, $250.
Bayard, Janice L., GS–5, $150.
Burkhardt, Maria M., GS–5, $100.
Engel, William F., GS–12, $250.
Flores, Rachel, GS–5, $125.
Goos, William C., GS–11, $200.
Hautala, Raymond A., GS–12, $250.
Hebert, Michael G., GS–9, $200.
Heidbrink, Marguerite D., GS–4, $125.
Herman, Stewart M., GS–12, $300.
Humphrey, Richard B., GS–12, $250.
Hyland, Mary J., GS–4, $100.
Lis, Frank J., GS–8, $150.
Lydick, John P., GS–9, $200.
Noble, Mary P., GS–9, $200.
Radecker, Lucille B., GS–7, $150.
Seelig, Kelton M., GS–12, $250.
Skiba, Louis S., GS–13, $250.
Thompson, Judson C., GS–9, $200.
Watanabe, Terry, GS–9, $200.
White, Iva C., GS–4, $125.

Group:

Bish, Richard K., GS–8, $150.
Popular, Hildreth A., GS–7, $150.
Smith, Clarence O., GS–13, $200.

OFFICE OF THE GENERAL COUNSEL

Avent, Shirley C., GS–5, $150.
Hill, James R., GS–5, $150.
Karcis, Emily U., GS–7, $200.
Moran, Lucille W., GS–5 $150.
Shub, Sara S., GS–7, $200.
Smith, Waymon A., GS–3, $125.
Taylor, Margaret L., GS–5, $150.

INTERNATIONAL DIVISION

Hall, Sidney R., GS–13, $300.
Rieger, James H., GS–13, $300.
St. Clair, Artie M., GS–7, $250.

Group:

Alonzo, Wilma I., GS–6, $175.
Anderson, Beulah M., GS–7, $175.
Kender, Sylvia V., GS–7, $175.

CASH AWARDS FOR SUGGESTIONS

Awards for suggestions are granted if the employee's suggestion or a variation of his suggestion is adopted.

Buchanan, Roger E., GS–5, $25.
Freeman, Lester Z., GS–12, $50.
Lynch, William C., GS–13, $150.
White, Ezellis M., GS–3, $50.

Joint suggestion:

Ceranton, James R., GS–12, $45.
Gerkens, William A., GS–12, $45.

QUALITY INCREASES

An additional step increase is granted an employee who has performed the most important functions of his position in a manner that substantially exceeds normal requirements and this high level of effectiveness has been sustained to the extent that it is to be considered characteristic of his performance.

Aheart, Gregory J., GS–17
Buerger, Burdell O., GS–14
Boe, James J., GS–9
Cortez, Santa Ana, GS–12
Cramsey, John J., GS–11
Dorn, Minnie, GS–5
Emery, John S., GS–14
Kelly, Gerald T., GS–13
Scott, S. Russell, GS–13
Sorando, David P., GS–15
Stolarow, Jerome H., GS–15
Strazzullo, Alfonso J., GS–15
Turner, Carolyn J., GS–12
Virbick, Walter A., GS–14
Wilberger, H. Louise, GS–6
Wild Jacob, GS–14
Wilson, Virginia, GS–5

SUMMARY

	Individual	Cash
Honor awards	50	
Special awards	4	$600
Cash awards for superior performance	49	9,150
Cash awards for suggestions	6	365
Quality increases	17	
Total	126	10,115

GOVERNMENT-WIDE PROGRAM

Senator MONTOYA. Has GAO received any complaints that awards may be made unfairly?

Mr. STAATS. Not that I am aware of. At least not since I have been with the organization.

Senator MONTOYA. I have noticed that many agencies of the Government have this kind of a program. Is this general in every agency of the Government?

Mr. STAATS. Yes; it is a Government-wide program, pursuant to the Incentive Awards Act. I have forgotten the exact date of that legislation. It is administered through the Civil Service Commission, except for the military personnel, which is under separate authority.

OFFICE OF POLICY AND SPECIAL STUDIES

Senator MONTOYA. On page 21, you are requesting an average of eight new positions for the "Office of Policy and Special Studies" at an increased cost of $88,300. Would you explain the function of this office and the need for the increase in positions?

Mr. STAATS. Mr. Morse?

Mr. MORSE. This office has four or five major functions as listed on page 21 of our justification material. It includes developing, coordinating, and reviewing our audit policies and practices; developing principles, standards, and related requirements for accounting to be followed by all executive agencies in the Government, and providing consulting advice on accounting matters; making Government-wide reviews of the management of ADP policies and practices; representing the General Accounting Office in the joint financial management improvement program which also includes the Civil Service Commission, the Treasury, and the Bureau of the Budget; and performing special studies of Government programs involving the use of systematic analysis techniques.

We are asking for an increase of eight positions, of which five would be professional staff members and three are for our supporting clerical staff.

Mr. STAATS. This is an important office with a number of very major assignments. We are going to be called upon to assist the Congress more and more in the development of automatic data processing and the use of computers in the Congress, itself. We have been asked by the House Administration Committee for help in this area. We are going to be doing more work in the financial management area. I think this increase is well justified.

CIVIL DIVISION

Senator MONTOYA. With respect to the Civil Divisions operations in the Departments of Agriculture, Health, Education, and Welfare, and Housing and Urban Development, which are detailed on pages 27 to 38 of the justifications, will you briefly summarize some of the areas in these departments in which the GAO concerns itself?

Mr. STAATS. Yes, Mr. Chairman. Some of this has been included in my opening statement.

The thing I would emphasize is the growth which has taken place, particularly in the Housing and Urban Development, HEW, the Labor Department, and the Office of Economic Opportunity.

GRANTS-IN-AID PROGRAMS

It is also very important for us to become more involved in the grant-in-aid programs, because these grants have doubled in the last 6 or 7 years.

Senator MONTOYA. You are speaking of grants-in-aid domestically?

Mr. STAATS. They are heavily concentrated in these agencies that I have just referred to—HEW, HUD, Labor, and OEO, and I think we would probably have to add Transportation to that. The medicaid-medicare area is going to involve very considerable additional effort on our part. We have been working with the Ways and Means Committee and the Senate Finance Committee in this area. We have been working with HEW on a review of the AFDC program in New York City where there has been a major increase in AFDC cases. The concern I have is whether or not we are going to be able to keep on top of all of the things which the various committees of Congress expect and are requesting us to undertake.

Senator MONTOYA. You have been conducting quite a few investigations on medicaid in different states, have you not?

Mr. STAATS. We have several underway now. I am not sure whether those are spelled out here in this justification or not. Could we supply you with the work we are doing in medicare and medicaid?

Senator MONTOYA. Yes, and give me your findings in each of those or the status of the review.

(The information follows:)

MEDICARE

PRIOR WORK

Our past audit effort at the Social Security Administration (SSA), of the Department of Health, Education, and Welfare (HEW), with respect to the Medicare program included examination into areas relating to SSA's proposed principles of cost reimbursement to hospitals and extended care facilities and to the eligibility of hospitals to participate in the program.

In May 1966, we reported to the Senate Committee on Finance on our review of the principles of cost reimbursement and, as a result of our review, a number of significant changes were made in the proposed reimbursement principles. The Chairman of that Committee subsequently stated that the revisions suggested by GAO would save the Federal Government about $95 million during the first 10 years of the program and that additional savings would result through the application of the revised cost reimbursement formula in making payments under the federally aided welfare programs.

In August 1968, we completed a review of the procedures established by SSA for terminating agreements with hospitals that did not meet the established criteria for participation in the program. Our review showed that considerable delays were involved in resolving the eligibility status of a number of hospitals in Texas. A report to the Congress on the results of this review was issued on December 27, 1968.

In June 1969, we issued a report to the Secretary of Department of Health, Education, and Welfare on the problems in determining the reasonableness of physicians charges under the Medicare program in Massachusetts.

WORK CURRENTLY UNDERWAY

Review of determinations of reasonable charges by physicians and other aspects of the supplementary medical insurance program

We are performing a review to evaluate the manner in which health insurance carriers, such as Blue Shield, and commercial insurance carriers determined whether (1) services provided under the Medicare program were medically necessary, (2) charges for services provided wre reasonable, and (3) payments to the beneficiaries and to the physicians were proper. We are developing a number of reports to the Congress and HEW concerning the following subjects.

1. The use of a separate nationwide carrier to process supplementary medical insurance benefits for Railroad Retirement Board annuitants.

2. Deficiencies in a carrier's claims processing procedures resulted in a 3½ percent duplicate payment rate and payments in excess of the carrier's reasonable charge criteria. In addition, this report will point out (1) the carrier's failure to follow up on reported abuses of the Medicare program by physicians and (2) the circumstances surrounding the carrier's negotiation of an unauthorized subcontract for EDP services which could result in excessive administrative costs.

3. The need for improved quality controls and improved EDP systems development for processing Medicare claims as indicated by our review at two carriers which showed (1) a 7 percent duplicate payment rate and overpayments of about $1.7 million due to computer programming errors at one carrier and (2) numerous payments for noncovered services and payments in excess of the established fee limitations at the other carrier.

4. SSA's failure to authorize carriers and intermediaries to use Government sources of supply resulted in expenditures of over $100,000 at four locations

for equipment and supply purchases over and above the amounts for which these items could have been purchased from Government sources of supply. Additional potential savings are possible on future purchases of equipment and supplies for use in the Medicare program if SSA authorizes carriers and intermediaries to purchase from Government sources of supply.

Review of payments by carriers for drugs received by Medicare beneficiaries which are not self-administerable

We are performing a review to evaluate the effectiveness of SSA instructions and guidelines to determine whether they are in accord with the intent of Congress and clearly provide uniform methods of payment by carriers for drugs which are not self-administerable.

Review of cost reimbursement to hospitals under the Medicare program

We performed a review to evaluate the effectiveness of SSA's system of procedures and controls in connection with payments made to hospitals for services provided under the Medicare program. This review involved the examination of cost settlement made by fiscal intermediaries and an evaluation as to whether the audit work performed by the intermediaries was adequate to determine that the costs reimbursed to the hospitals were reasonable.

Our work at certain locations disclosed certain weaknesses with respect to the basis for distributing certain type hospital costs and we found also that reimbursements were made to hospitals for nonallowable costs. We plan to issue a report on these weaknesses to the Secretary of HEW. We have also expanded our review of payments to hospitals to include additional locations.

Review of conditions of participation and reimbursements to extended care facilities under the Medicare and Medicaid programs

We are performing a review to evaluate the effectiveness of HEW's procedures and controls in connection with the payments made to extended care facilities which have provided services under the Medicare and Medicaid programs and to evaluate the elibility of providers to participate in the Medicare program and, to a lesser extent, in the Medicaid program. The audit approach will involve the examination of cost settlements made by fiscal intermediaries with extended care facilities to make an evaluation as to whether the audit work performed was adequate to conclude that the costs reimbursed were reasonable and to examine the files of appropriate State agencies to determine whether the conditions of participation have been met.

Review of causes of delays in fiscal intermediaries' settlements of hospital reimbursements under the Medicare program

This review was made to ascertain the reasons why the fiscal intermediaries are experiencing serious delays in completing cost settlements with hospitals. We made reviews at 13 Blue Cross Plans which handle about 35 percent of the 6,200 hospital providers for which the Blue Cross Association is the fiscal intermediary in order to develop accurate information on the status of the settlement process and to determine the specific reasons for the breakdowns in the various stages of the process. A report to the Congress is being developed on this matter and it will show the basic causes of the delays at the various stages of the settlement process.

Survey of controls over utilization review

The law requires that hospitals and extended care facilities participating in the Medicare program must have utilization review plans and utilization review committees. The main purpose of the utilization review committee is to identify and prevent abuses of the Medicare program with respect to admissions to the institutions, the duration of stays, and the medical necessity for the professional services furnished.

We are performing a survey to determine whether there are problems in the area of utilization review which would warrant an in-depth examination into the manner in which the States, fiscal intermediaries, and SSA are carrying out their responsibilities concerning this requirement.

SPECIAL REQUEST ASSIGNMENTS

At the request of the Senate Finance Committee, we are preparing reports on (1) the possible alternative methods of reimbursing institutions for depreciation

expense in situations where a facility changes ownership or ceases to participate in the Medicare program, (2) a comparative analysis of payments made to specific hospitals under the Medicare and the Blue Cross reimbursement formulas, and (3) an examination into the Medicare payments for services of supervisory and teaching physicians at Cook County Hospital in Chicago, Illinois.

FUTURE WORK PLANS

We plan to continue making reviews of cost reimbursements to hospitals, extended care facilities and home health agencies under the hospital insurance program and of claims processing activities of carriers under the supplementary medical insurance program.

We will also consider the feasibility of making reviews on a functional basis of special Medicare costs which may be subject to abuse, such as depreciation charges and cost of voluntary services.

MEDICAID

PRIOR WORK

Our audit effort at the Department of Health, Education, and Welfare (HEW), with respect to medical care provided under the federally aided public assistance programs included examinations into areas relating to prescription drugs, nursing home care and inpatient hospital care. While most of these reviews were completed prior to the actual implementation of the Medicaid program (title XIX program) our reports indicated that, generally, the deficiencies noted therein had added significance with the implementation of the Medicaid program because under that program the number of individuals to be covered and the medical services to be provided, in most States, would be greatly expanded.

The reports which we have issued since February 1966, concerning the subject of medical care included: three reports to the Congress; two reports to specific committees of the Congress; and three reports to the Secretary of the Department of Health, Education, and Welfare. Attachment I lists the reports we have issued by subject matter.

In two reports dealing with prescription drugs, we recommended that HEW (1) urge the States to encourage the use of less expensive generic name drugs, and (2) establish a policy for the States to follow in making payments for drugs which would prohibit the use of a pricing method based on cost plus a percentage of cost and which would encourage the use of pricing methods based upon the cost of the product dispensed plus a fixed professional fee. In another report on this subject, we pointed out that the use of hospital pharmacies, as opposed to the use of retail pharmacies, would result in substantial savings to the State and Federal Governments under the public assistance programs.

On the subject of nursing home care provided to welfare recipients, we pointed out in one report that a great diversity of methods were employed by the States in establishing rates of payment for nursing home care and recommended that the Department formulate and issue criteria to guide the States in establishing payment rates for nursing homes.

Also, we issued two reports on alleged improper practices in certain public assistance programs. One of these reports dealt with alleged improper practices in providing nursing home care, medical services, and prescribed drugs to old-age assistance recipients in the Cleveland, Ohio, area (Cleveland report). The other report dealt with alleged improper practices in providing nursing home care and controlling payments for prescribed drugs for welfare recipients in California (California report).

In the Cleveland report, we pointed out that there were inadequacies in pertinent policies, procedures, and controls relating to payments to medical practitioners for services and payments for drugs provided to old-age assistance recipients. The report presented, among other things, the results of our review of records relating to payments for services of certain practitioners and payments for drugs to certain recipients. For example, the records pertaining to claims for payment by one doctor indicated that visits were made to 487 recipients in one month and as many as 90 visits were made in one day. In another example, the record indicated that, for one recipient, 133 payments involving the prescription of 27 different drugs were made during a 12-month period. In our report we concluded

that deficiencies of the types described in the allegations could exist and that further examination was warranted to determine the extent to which they exist and to develop suggestions for needed improvements in related policies, procedures and controls.

In the California report, we expressed the view that the State plan needed improvement to clarify the respective responsibilities of the State and county welfare agencies and of the State Department of Public Health to provide the surveillance necessary to disclose deficiencies in the care, services, or treatment provided to welfare recipients in nursing homes and to effect corrective action, and to provide adequate guidelines as to the policies and procedures to be followed by the respective agencies in carrying out these responsibilities.

With respect to payments for prescribed drugs, the California report indicated that procedures recommended in the State plan to provide assurance that payments be made only for correctly priced drugs prescribed under proper authority and actually delivered for the use of welfare recipients, had not been adequately implemented at the county level. We stated our view that the State agency had not adequately carried out its responsibilities for the evaluation of county activities and that HEW had not utilized the review processes necessary to ascertain the quality of this aspect of the administration of the programs.

One of the major problems inherent in assuring that care, services or drugs were provided to welfare recipients is the fact that such recipients have no financial interest in the care, services, or drugs received and the State and local welfare agencies have no feasible direct means of verifying whether, or the extent to which, such care, services, or drugs for which they were billed were actually provided.

WORK CURRENTLY UNDERWAY

Review of mental health care activities under California's Medicaid program

In July 1968, we began a survey of the administration of California's mental health care under the Medicaid program as it applied to persons 65 years or older in mental institutions, an area in which the Senate Finance Committee has expressed certain interest. Our survey raised serveral questions with respect to the propriety of claims for Federal participation by the State for care provided to persons who are classified as mentally retarded and are receiving care and services in facilities designated for the mentally retarded and we are undertaking a more detailed review in this area.

Review of nursing home activities under title XIX in California

In August 1968, we initiated a survey in the area of nursing home care for welfare recipients under the medicaid program in California. Our objective in this survey is to evaluate the adequacy of controls established by the State to help ensure that the services provided to recipients are proper and are within the framework of the level and type of care contemplated under the Medicaid program. In the course of our review, we are also examining into and evaluating the action taken by the State agency and HEW to correct weaknesses that were disclosed by our prior examination into alleged improper practices in providing nursing home care to welfare recipients in the State of California.

Administration of and controls established by the State over payment for prescribed drugs to Medicaid patients in Ohio

In April 1969 we began a review into the controls established by the State over payments for drugs prescribed to Medicaid patients in the State of Ohio. In virtually every State or jurisdiction which has a Medicaid program, the costs of prescription drugs represents a significant amount of the total Medicaid program expenditures ($235 million in fiscal year 1968). Controls over payment for drugs, however, presents difficult problems because the individual receiving the drugs has no financial interest in the drugs or supplies that he receives and the State and local welfare agencies have no feasible direct means for verifying the receipt of the services for which they are billed. In our review in Ohio, emphasis will be placed on the analysis and evaluation of the controls established by the State to help ensure the propriety of the amounts and type of drugs for which payment is made and the propriety or accuracy of the amounts paid and the controls established to safeguard against uneconomical practices by recipients, vendors, and physicians.

FUTURE WORK PLANS

Review of rate of payment for nursing home care provided under title XIX

Under the title XIX program total expenditures for nursing home care in fiscal year 1968 amounted to over $1 billion. While HEW has recommended to the States that payment for nursing home care provided under title XIX be made on a "reasonable cost basis" HEW has not provided the States with any criteria to guide them in making payment.

We plan to review in selected States the rates established by the State agencies relative to the level and type of care being provided. This review will be directed toward an analysis of the structure of the rates and will involve examining into the basic methods and principles utilized in the rate-making process and in the application of the rates.

Review of activities of fiscal agents under the Medicaid program

Prior to the enactment of Medicaid, medical care for welfare recipients involved basically two parties—the State or local welfare agency and the providers of medical services or supplies. With the implementation of Medicaid a third party has been introduced into the medical care program—the fiscal agent. Of the 43 States or jurisdictions having a Medicaid program about 30 have arranged for a fiscal agent to handle certain aspects of the administration of their medical assistance program.

The functions and responsibilities of the fiscal agents vary from State to State. For example, in some States the fiscal agent does nothing more than handle the co-insurance and deductible required under part "B" (physician services) of the Medicare program for those welfare recipients who are covered as a result of the State welfare agency having "bought-in" to the Medicare program. In other States, the State welfare agency has elected to have a fiscal agent perform all functions associated with the providing of medical care to welfare recipients and the "medically indigent." Such functions include the processing and auditing of claims for payment submitted by the various providers of medical services and supplies.

We plan to examine into such matters as the selection of fiscal agents, the type of contractual arrangements between the welfare agency and the fiscal agent, the basis for and the propriety of payments for services rendered by the fiscal agents, and the basis for the fiscal agent performing selected administrative-type activities and responsibilities under the Medicaid program.

Review of inpatient hospital care and services to recipients under the Medicaid program

Effective July 1, 1967, HEW issued a new policy relating to the payment of the reasonable cost of inpatient hospital services provided under the Medicaid program.

While under this planned review particular emphasis will be directed to determining whether the reimbursement is based upon reasonable costs and that such reimbursement covers only those costs attributable to medical assistance patients, we also intend to examine into the administrative practices, procedures, and controls under which inpatient hospital care and services are being provided to recipients under the Medicaid program.

Review of controls over payments for physician's services under the Medicaid program

Payments for physician's services under title XIX amounted to about $380 millon in fiscal year 1968. Under the Medicaid program the States are permitted some degree of latitude as to the basis of reimbursement for physicians for services rendered to welfare recipients. Accordingly, the methods used by the States ranged from "usual and customary charges" to various types of fee structures.

We plan to initiate a review in certain States to examine into those aspects of the program relating specifically to the procedures and controls for services rendered by physicians whether furnished in the office, the patient's home, a hosiptal, or skilled nursing home. Emphasis will be placed on evaluating (1) the controls that are in effect to help ensure that services for which payment is calimed are in fact being provided and (2) the adequacy of the controls utilized by the State agencies in the processing of bills and payments for services.

REPORTS RELATING TO MEDICAL CARE PROVIDED UNDER THE FEDERALLY AIDED WELFARE PROGRAMS DURING THE PERIOD FEBRUARY 1966 THROUGH JUNE 1969

PRESCRIPTION DRUGS

1. Report to the Congress on review of Federal financial participation in the costs of prescribed drugs for welfare recipients in the State of Pennsylvania (B–114836), dated February 3, 1966.
2. Report to the Congress on review of pricing methods used by various States in the purchase of prescribed drugs under federally aided public assistance programs (B–114836), dated April 28, 1967.
3. Report to the Secretary, Department of Health, Education, and Welfare, on review of Federal financial participation in the costs of drugs dispensed to hospital outpatient welfare recipients in the State of Pennsylvania (E–114836), dated June 2, 1966.

NURSING HOME CARE

1. Report to the Subcommittee on Health of the Elderly, Special Committee on Aging, United States Senate, on examination into alleged improper practices in providing nursing home care and controlling payments for prescribed drugs for welfare recipients in the State of California (B–114836), dated August 8, 1966.
2. Report to Subcommittee on Long-Term Care, Special Committee on Aging, United States Senate, on inquiry into alleged improper practices in providing nursing home care, medical services, and prescribed drugs to old-age recipients in the Cleveland, Ohio, area (B–114836), dated March 31, 1967.
3. Report to the Congress on need for more effective guidance to States in establishing rates of payment for nursing home care provided to welfare recipients (B–114836), dated October 31, 1967.

INPATIENT HOSPITAL CARE

1. Report to the Secretary, Department of Health, Education, and Welfare on review of certain aspects of the costs of and charges for inpatient care supplied at the Wayne County General Hospital, Wayne County, Michigan, under the Federally Aided Medical Assistance for the Aged Program (B–114836), dated April 3, 1968.
2. Report to the Secretary, Department of Health, Education, and Welfare, on Federal financial participation in the cost of public home infirmary care under the Medical Assistance for the Aged Program in New York City (B–114836), dated June 22, 1967.

AUDIT REPORTING PROCEDURE

Senator MONTOYA. When the GAO reports to the agency concerning its findings what is the requirement on the part of the agency to submit those findings and what procedures are generally followed?

Mr. STAATS. If we are developing a report pursuant to our general audit authority, which we expect to send to the Congress, we invariably ask the agency to coment on that report when it is in draft form. This is designed not only to check out accuracy of facts or the differences as to the facts, but also it is to enable the agency to include its arguments and its point of view if they differ from ours. We believe that it makes these reports more useful and more valuable to Congress if those differences are included.

Agencies may or may not agree with us when we submit our draft to them. The list of savings that we have included in our budget represent cases where they did agree. That list includes cases where we did agree and where the agency took actions to effect the savings indicated. In other cases they will disagree or agree in part only. We may revise our report to reflect additional data which they are able to present at the time that report comes back to us.

We follow a different procedure with respect to any studies we do for committees of Congress. In that latter case, the committee itself makes the decision as to whether or not they want us to seek the agency's coments or not. In some instances, they prefer to obtain those comments directly.

But this varies from case to case. There is no set pattern.

Senator MONTOYA. You are requesting an average of 26 new positions.

Mr. STAATS. Excuse me, may I add something?

Senator MONTOYA. Yes.

Mr. STAATS. It is a requirement of the Bureau of the Budget that the agency report to the Bureau why it agreed or disagreed with our recommendations so there is an opportunity in the Budget Bureau to follow up in the case where they might possibly agree with us and disagree with the agency. So there is this additional review.

Further, all of our reports which are made to the Congress are sent to the Government Operations Committees. The Government Operations Committees may decide to also follow up.

CIVIL DIVISION

Senator MONTOYA. You are requesting an average of 26 new positions for this division. Do you think your work program for fiscal 1970 fully justifies all of these new positions?

Mr. STAATS. Is this for the Civil Division?

Senator MONTOYA. Yes.

Mr. STAATS. Yes, Mr. Chairman, as I have indicated, we have already decided in advance to shift part of these new positions to work in the military procurement area, so that in fact, we will not have this additional number of new positions for the Civil Division.

Senator MONTOYA. When you submitted your request, did you have 161 positions plus these 26?

Mr. STAATS. No.

Senator MONTOYA. You have switched them now?

Mr. STAATS. We have switched them.

DEFENSE DIVISION

Senator MONTOYA. In the Defense Division, you are requesting 21 additional positions at an average cost of $243,000. Please address yourself to the needs of these additional employees, where they are to be assigned and what category of personnel are they?

Mr. STAATS. These positions are going to be working in the defense area. As I have previously indicated, we will supplement this number now in part from positions that we have scheduled for work in the civil area.

INCREASE IN DEFENSE AUDIT EFFORT

Senator MONTOYA. What has made you change from the original submission of the budget request?

Mr. STAATS. We feel it is important we get more deeply into the major weapons systems.

Senator MONTOYA. Has this occurred since you submitted this?

Mr. STAATS. Yes.

Senator MONTOYA. And you have switched because of it?

RECENT LEGISLATIVE ACTIVITY

Mr. STAATS. Yes, that is correct. There is still under consideration, I might add, a number of proposals have been made to ask us to do a great deal more in this area. Senator Schweiker, for example, intends to propose an amendment to the military procurement authorization bill, which would require us by staute to be provided reports to Congress currently on major weapons systems.

Senator Tydings introduced a bill yesterday which would be even more complicated from our point of view. Congressman Podell and many others in the House have likewise introduced legislation in similar vein. This gives you some indication of the interest.

Senator MONTOYA. What does his bill provide?

Mr. STAATS. The bill provides that the General Accounting Office would have to review every contract of the Government in excess of $10,000, if the estimated cost is going to exceed that by 10 percent.

Senator MONTOYA. That would be quite a task, wouldn't it?

Mr. STAATS. Virtually impossible, I am afraid, from our point of view.

Senator MONTOYA. You have already testified on the things that you have in mind with respect to the Defense Department. I hope you don't lose sight of the fact that we are most anxious to see that they get back on the track and get definitive contracts and not contracts where the door is slightly open for more profit.

INTERNATIONAL DIVISION

We come to the International Division. You are requesting funds for an average of six new positions which your tabulation on page 57 indicates your total actual new positions requested to be 15 at a cost of $169,300.

Does the $169,300 fund the 15 actual positions or the average six for a full year?

Mr. STAATS. It is the average six for a full year plus certain other costs associated with it, within grade promotions, grade promotions and similar costs. Mr. Simmons can add.

Mr. SIMMONS. The way this breaks down, we expect to appoint in 1970, 37 people, $394,800. We expect to save as a result of separations that occur in the normal situations during the year 22 separations, $402,000. One reason that the separation figure is larger than the appointment figure is that people who separate are generally at a higher grade and have more ingrade steps and will go out at a higher rate than the new people coming in.

The promotions scheduled in that division in 1970 amount to 62 people at a net cost of $92,000. They are promoted at different times during the year so it isn't a full year cost. For periodic step increases, there will be 187 of those in 1970 at a cost of $61,500. A little money provided for overtime in here. It comes out to $169,300.

Senator MONTOYA. So, it is not all salary?

Mr. SIMMONS. Yes, it is salary. We consider the periodic step increase as salary. None of the other expenses for that division are shown in this particular figure. Even the benefits are not in here. It is just the salaries.

OVERSEAS ALLOWANCES

Senator MONTOYA. What allowances or other so-called fringe benefits are provided for overseas employees?

Mr. SIMMONS. The people in Saigon get a 25 percent cost of living allowance, in Honolulu 25 percent, in Manila 10 percent. They get quarters. We have also in the cost of our budget a rather large item for administrative support where the embassies provide space for us, transportation and things such as that.

Senator MONTOYA. Are you trying to equalize or bring these employees up to the so-called fringe benefits that the Foreign Service provides for its employees?

Mr. SIMMONS. Yes, sir.

Mr. STAATS. They should get no better or no worse treatment than the employees for AID.

NEW LANGUAGE

Senator MONTOYA. You are recommending an amendment to include GAO employees in Foreign Service Transportation Act?

Mr. STAATS. That is right. We should tell you, Mr. Chairman, that in our hearing with the House, they raised the question with us whether this is exactly on the same basis at the State Department. We are checking that and we may want to suggest some changes if we find they are correct. This hearing took place only yesterday. So, we have not had a chance to check that out.

Senator MONTOYA. Would you notify the committee?

Mr. STAATS. Yes.

Senator MONTOYA. What do you estimate the travel expenses of your employees would be, if the law is amended?

Mr. STAATS. You are referring only to those involved in the new appropriation language.

Mr. CORNETT. $12,000 a year.

LOCATION AND STAFFING OF MAJOR OFFICES

Senator MONTOYA. At this point in the record, I shall insert a table showing the location and staffing of the major offices, including the Washington office, and overseas posts of the General Accounting Office.

(The information follows:)

	Average number		
	1969	1970	Dec. 31, 1968
Regional offices:			
Atlanta	118	127	113
Boston	98	102	95
Chicago	87	89	86
St. Paul	20	22	20
Cincinnati	68	76	65
Indianapolis Army Audit Staff	45	48	41
Dallas	108	110	101
Denver	87	89	86
Air Force Audit Staff	43	44	39
Detroit	71	72	68
Cleveland	26	26	25
Navy Audit Staff	31	31	31
Kansas City	87	95	79
St. Louis	33	33	33
Los Angeles	108	117	105
New Orleans	62	62	58
New York	103	111	95
Norfolk	53	59	51
Philadelphia	129	130	130
San Francisco	112	113	114
Seattle	68	70	67
Portland	31	31	32
Washington (Falls Church, Va.)	147	151	143
Total	1,735	1,808	1,677
Foreign operations:			
European branch:			
Frankfurt	54	52	53
New Delhi	11	13	10
Subtotal	65	65	63
Far East branch:			
Honolulu	43	43	42
Manila	17	17	17
Saigon	16	17	17
Subtotal	76	77	76
Total	141	142	139
Total, field	1,876	1,950	1,816
Washington, D.C.	2,527	2,614	2,467
Grand total	4,403	4,564	4,283

Foreign Operations

Senator Montoya. I believe you have gone into the explanation of the different assignments and so on. There will be no need for you to go into that again here.

Mr. Staats. Most of our increased work overseas, is associated with either Southeast Asia, including Vietnam, or in our stepped-up effort in reviewing foreign assistance programs. The latter comes about particularly as a result of a request by the Senate Foreign Relations Committee 2 years ago.

Claims Division

Senator Montoya. With respect to the Claims Division, you show a decrease of three in the number of average positions. You have stated that the reason for this decrease is because of the assignment to the respective agencies of the responsibility for processing their own claim work.

Mr. Simmons. That is correct.

Senator Montoya. On page 80 of the justification, the statement is made that the increase in estimated receipts for fiscal years 1969 and 1970, is attributed to the fact that the departments and agencies have

had wider experience under the Federal Claims Collection Act of 1966, and the flow of cases to our office has increased as they become operational.

Please explain this statement.

Mr. KELLER. The Claims Collection Act was passed in 1966. The law required that the Comptroller General, jointly, with the Attorney General, issue overall regulations for all departments and agencies and then each department and agency had to issue their own regulations. In the process, a number of collection cases—these are cases where a citizen owes money to the United States—were held up. In other words, no action was being taken. As a result, backlogs build up in some of the agencies. Some of the cases should have been sent to the General Accounting Office and subsequently were.

However, as we explained earlier, we are making a continuing study of the operation under this act. We want to be sure that we are not receiving cases that the law didn't comtemplate should be sent to us, and that the Agencies are carrying out their responsibilities.

WORKLOAD AND PERFORMANCE DATA

Senator MONTOYA. I am going to ask that the following table showing the workload and the performance data of the Claims Division be included in the record at this point.

(The table follows:)

Activity, fiscal year—	Receipts	Workload	Production	Years	Per man-years	Balance on hand
Payment claims adjudication:						
1967						944
1968	12,592	13,536	12,465	17.5	712	1,071
1969	12,660	13,731	12,870	18.0	715	861
1970	12,660	13,521	12,870	18.0	715	651
Payment claims review:						
1967						104
1968	6,108	6,212	6,106	5.0	1,221	106
1969	6,150	6,256	6,150	5.0	1,230	106
1970	6,150	6,256	6,150	5.0	1,230	106
Debt Section:						
1967						4,298
1968	4,002	8,300	5,342	37.4	143	2,958
1969	4,000	6,958	4,930	35.0	141	2,028
1970	4,000	6,028	4,640	33.0	141	1,388
Debt Review:						
1967						213
1968	5,349	5,562	5,310	7.3	727	252
1969	5,120	5,372	5,110	7.0	730	262
1970	5,120	5,382	5,110	7.0	730	272
Collection section:						
1967						11,446
1968	2,246	13,692	4,456	14.2	314	9,236
1969	1,590	10,826	4,095	14.0	293	6,731
1970	1,590	8,321	4,095	13.0	315	4,226
Demand section:						
1967						10,928
1968	3,535	14,463	12,073	22.4	539	2,390
1969	7,500	9,890	7,560	15.0	504	2,330
1970	7,500	9,830	7,560	15.0	504	2,270
Claims service section:						
1968				19.5		
1969				19.0		
1970				19.0		
Administrative:						
1968				10.6		
1969				11.0		
1970				11.0		
Total:						
1968				133.9		
1969				124.0		
1970				121.0		

TRANSPORTATION DIVISION

Senator MONTOYA. With respect to the Transportation Division, you are requesting 15 additional man-years involving an expenditure of $145,800. Please explain briefly the functions of this division. How do they relate to the auditing performed by the various agencies and how current are you with your work?

Mr. STAATS. As I indicated, Mr. Chairman, in our earlier discussion, we need the 15 additional man-years to attain our objective of keeping the audits current. We are required to audit these within a 3-year period. But as a practical matter, it is important that we keep them more current.

Senator MONTOYA. What is the purpose of your audit and what type of transportation does your audit deal with? You explained the transportation of the overseas personnel and freight is, I guess, overseas. But domestically here, what freight or transportation accounts do you audit?

Mr. STAATS. An example would be transportation bills for shipping ammunition by train from the manufacturing site which may be, say, in the St. Louis area to Sunnyvale in South Carolina. Another example might be movement of household goods by a person who has been transferred from one post to another or it might be simply personal travel in the course of official business. All of these are in the category of Government procurement of transportation services from commercial transportation companies.

TRAFFIC MANAGEMENT

One of the things I would like to emphasize is the growing importance of the GAO's work in the area of improving traffic management, where we think we can effect substantial savings. For example, we have a study underway which has just been completed on a consolidation of small shipments by Government, rather than transporting these under higher rates as individual shipments. This is a practice that has been developed in private industry. There will be very substantial savings involved. But the work of the GAO on the audit of these transportation bills is designed to assure the least costly way of handling it. Our audit is to see that routing has been proper and that the correct rates are applied. If we find there are some overcharges, these can then be offset against the future bills to the company.

TRANSPORTATION RATE AUDIT

Mr. KELLER. I would like to mention, Mr. Chairman, that our audit of transportation payments—payments for goods moving on a Government bill of lading or a transportation request for passenger travel, is unusual insofar as the General Accounting Office is concerned, because Congress in passing the Transportation Act of 1940, provided that the carriers' bills shall be paid by the agency without detailed audit. The result is that the General Accounting Office has the job of performing the detailed audit. The disbursing or certifying officer in the agency will only make sure that the bills of lading are documented, that the vouchers are made out correctly, and that it adds up.

It is left to GAO to see that the proper charges have been applied and that the routing is correct.

Senator MONTOYA. Have you uncovered many mistakes?

Mr. KELLER. Yes, sir; quite a few.

The table on page 84 of the justification, shows in 1967 actual collection, as a result of this activity of $13,116,000; 1968, $14,591,000. Mr. Staats mentioned earlier that in 1969, the activity is up.

Senator MONTOYA. Why was there such a big amount in overcharges?

Mr. KELLER. I think it is probably really a diffierence of opinion as to the proper rate to be charged as between the carriers and us.

Senator MONTOYA. Why is it always the mistake made against the taxpayers?

Mr. KELLER. I can't really answer that. I am not saying it is done by design. [Laughter.]

Mr. STAATS. There have been some where the mistake has been favorable to the carrier.

Mr. KELLER. That is right. It is an important activity. I wanted to give some background on it so the committee would understand why we are making the detailed audit.

Senator MONTOYA. Is it your feeling that the Department should have a good audit of the claim before it is submitted to you? Because they are acquainted with the problem and they have the personnel there that they can readily talk to.

Mr. KELLER. There is one real problem with this. This is quite a specialized field. It is like the freight expert that you have in private industry. He will come in and work for a company and handle the claims against the carrier. We probably have the largest group of transportation experts that have been assembled in one place. We also have a unique collection of published transportation rates.

Senator MONTOYA. You are going to have some more technical people assigned to this?

Mr. STAATS. We are asking for 15 more, both technicians and supporting clerical help.

Mr. KELLER. It is a productive area.

NEW LANGUAGE

Senator MONTOYA. I received a letter from you, Mr. Staats, dated May 20, 1969, concerning your request to reimburse not more than 25 individuals at rates not to exceed $200 per day.

(The letter follows:)

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., May 20, 1969.

Hon. JOSEPH M. MONTOYA,
Chairman, Legislative Subcommittee of the Senate Appropriations Committee, U.S. Senate.

DEAR MR. CHAIRMAN: I wish to call your attention to an omission which occurred in the printing of the General Accounting Office appropriation language in the President's Budget for fiscal year 1970. The language appears on page 35 of the 1970 Budget Appendix.

As printed, beginning on the fourth line, the pertinent language reads "services as authorized by 5 U.S.C. 3109, *including* [not to exceed * * *]". As submitted for printing, this language should read "services as authorized by 5 U.S.C. 3109, *including not more than 25 individuals at rates not to exceed $200 per diem;* [not to exceed * * *]".

The omitted language is new and relates to the needs we have for obtaining highly expert technical consulting assistance in connection with the advanced, sophisticated problems we encounter in our examinations of complex Federal programs, such as space technology, atomic energy, research and development and various kinds of social programs. The present limit of $98.88 per day is not high enough for us to obtain the services of some experts who we think could make a valuable contribution to our work.

We will, of course, discuss this request in further detail when we appear before your Subcommittee.

Sincerely yours.

ELMER B. STAATS,
Comptroller General of the United States.

CONSULTANTS

Senator MONTOYA. Will you comment on the necessity for that language?

Mr. STAATS. Yes, Mr. Chairman. I would be glad to.

You inquired earlier as to whether we utilized consultants in the various audits made by the General Accounting Office. We have used consultants. We expect to use them more in the future.

In some of these areas, we need more freedom than we now have to go above what can be paid at the present time, which is the top of our grade 15. That is the maximum we can pay. Converted to a daily rate, under the new pay raise this will be about $108.

What we have asked for here is not an open-ended authority, but authority to hire a limited number of people. We would expect other consultants would still be employed within the grade 15 limitation.

Senator MONTOYA. What do you have in mind, for instance?

SHOULD COST CONCEPT

Mr. STAATS. For example, one of the areas that the Joint Economic Committee asked if we would review was a concept called the "should cost concept" used in developing estimates of cost of military items under negotiated contracts.

A man named Gordon Rule in the Navy developed this concept and applied it in the case of one contractor, where his claim that savings of roughly $60 million were achieved in that one contract through the use of the concept. Instead of taking the contractor's costs as he certified them he went behind those to see whether or not those costs couldn't be reduced.

This is a practice which has been followed in private industry. I am told, for example, that the automobile companies do this in connection with their supplies. Sears, Roebuck does this in connection with its suppliers.

It is a very complicated area and one which we would need to draw upon experts in industrial management and in management consulting.

I do not know at the moment whether we would have to pay this amount of money, but I do know that some of the people doing this kind of work in private industry are getting much more than the $200. What we are seeking here is a little more flexibility than we now have for a limited number of people.

We, as you know, suggested it be limited to 25.

Senator MONTOYA. How many days would you utilize on an average year?

Mr. STAATS. It would not be possible to say in advance. It might be a matter of 2 or 3 days, or it might be 2 to 3 weeks.

Senator MONTOYA. What has been your experience in the past? Have you been unable to get these people?

Mr. STAATS. In some cases, yes. In other cases, they have been willing to do it purely as a public service matter.

RATES PAID BY OTHER AGENCIES

Senator MONTOYA. Does any other Government agency do this at this rate?

Mr. STAATS. I cannot say that any of them are as high as this. But some of them have more freedom now than we have. A number of them, for example, I understand can hire at a rate equivalent to a grade 18. We are checking this because the House committee asked us also to check the rate being paid by other agencies.

This authority was suggested by the subcommittee before you became the chairman and they asked us to explore the idea, with the idea of including it if we thought we could make a case for it. We think we can make a case for the higher rate.

SUBCOMMITTEE RECESS

Senator MONTOYA. I think that finishes our hearing gentlemen.

I am sorry to keep you here, but I think it is better for all of us that we got through.

Mr. STAATS. We appreciate your doing this this way, Mr. Chairman.

Senator MONTOYA. Thank you very much.

The subcommittee will stand in recess until 10 a.m., Tuesday, July 22.

(Whereupon, at 1:45 p.m., Friday, July 18, the subcommittee was recessed, to reconvene at 10 a.m., Tuesday, July 22.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1970

TUESDAY, JULY 22, 1969

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10 a.m., in room 1223, New Senate Office Building, Hon. Joseph M. Montoya (chairman) presiding.

Present: Senators Montoya and Yarborough.

GOVERNMENT PRINTING OFFICE

STATEMENT OF HON. JAMES L. HARRISON, PUBLIC PRINTER

ACCOMPANID BY—

HARRY D. MEROLD, DEPUTY PUBLIC PRINTER
HARRY J. HUMPHREY, ADMINISTRATIVE ASSISTANT TO THE PUBLIC PRINTER
WALTER C. DeVAUGHN, COMPTROLLER
HERBERT J. THAYER, DEPUTY COMPTROLLER
CARPER W. BUCKLEY, SUPERINTENDENT OF DOCUMENTS
ROWLAND E. DARLING, DEPUTY SUPERINTENDENT OF DOCUMENTS
CLAYTON W. ZIEGLER, FINANCIAL MANAGER, OFFICE OF THE SUPERINTENDENT OF DOCUMENTS

INTRODUCTION OF ASSOCIATES

Senator MONTOYA. The subcommittee will come to order.

Today, we will hear the testimony of the Public Printer, Mr. James L. Harrison, in support of the appropriation request for fiscal year 1970 for the Government Printing Office.

Before we proceed, Mr. Harrison, will you please introduce your associates for the record?

Mr. HARRISON. Yes, Mr. Chairman. The gentleman to my left is Mr. Harry J. Humphrey, Administrative Assistant to the Public Printer; we have with us to my right, Mr. Carper Buckley, Superintendent of Documents; to his right, Mr. Darling, Deputy Superintendent of Documents, and to his right, Mr. Ziegler, the Financial Manager of the Office of Superintendent of Documents.

My Deputy Public Printer is just in the rear, Mr. Harry D. Merold; and the Comptroller, Mr. Walter DeVaughn; and the Deputy Comptroller, Mr. Herbert Thayer.

BUDGET REQUEST

Senator MONTOYA. The total funds requested for the Government Printing Office in this bill are as follows:

Congressional printing and binding, $30,300,000, which includes $2,500,000 to reimburse the 1969 appropriation for charges incurred in fiscal year 1968, but which were paid out of the 1969 appropriations; Office of the Superintendent of Documents, salaries and expenses, $10,052,000; as originally requested in the budget, $2,500,000 for site selection and general plans and design of buildings for the new Printing Office; and $6,500,000 for payment to the Government Printing Office Revolving Fund for improving electrical and air-conditioning systems—for a total original request of $49,352,000 an increase of $10,174,000 over the fiscal year 1969 appropriation.

On June 2, the Public Printer advised me, as chairman of the subcommittee, that he wished to withdraw the request for $2,500,000 for selection of site, et cetera, for the new GPO building. We will go into that a little later, but I wanted this initial statement to reflect the full budget request as originally presented.

JUSTIFICATIONS

Before proceeding with your statement, Mr. Harrison, I will ask that the justifications for these requests be placed in the record at this point, since they contain information about which we will be inquiring later in this hearing.

(The justifications follow:)

Summary of Appropriation Estimates for Congressional Printing and Binding, Fiscal Year 1970

The estimates for congressional printing and binding are to provide funds with which to pay for the cost of printing and binding required for the use of Congress; for the printing, binding, and distribution of the Federal Register, and for printing and binding supplements to the Code of Federal Regulations.

Funds to cover the cost of the printing and binding needs of the various executive and legislative departments, independent establishments, and the judiciary are not included in this appropriation but are provided for in the appropriation acts for these branches of the Government. The Government Printing Office recovers the cost for this work through billings to these agencies.

The total amount estimated for congressional printing and binding for the fiscal year 1970 is $30,300,000; $27,800,000 is estimated to provide for printing and binding work for Congress for the fiscal year 1970 and $2,500,000 is required to reimburse the 1969 appropriation for charges incurred for fiscal year 1968 work which were paid out of the 1969 appropriation, as authorized by law (Public Law 90–417, 90th Congress) which states that the appropriation "shall be available for the payment of obligations incurred under the appropriations for similar purposes for preceding fiscal years." This provision of law recognizes that there can be no effective means to determine in advance the volume of congressional printing which the Government Printing Office is called upon to produce.

The appropriation for fiscal year 1968 is $22 million plus $100,000 to cover a deficit incurred in fiscal year 1964, $600,000 to cover a deficit incurred in fiscal year 1965 and $4 million to cover a deficit incurred in fiscal year 1966 making a total of $26,700,000. There is still a deficit of $2,500,000 for fiscal year 1968 which is included in the total estimated requirements for fiscal year 1970 bringing the total requirements for fiscal year 1968 to $24,500,000.

The appropriation for congressional printing and binding for fiscal year 1969 is $26,200,000 plus $4,800,000 to cover a deficit incurred in fiscal year 1967 for a total of $31 million.

The following statement has been prepared showing:

1. Fiscal year 1968 expenditures billed through January 31, 1969.
2. Estimated outstanding obligations for fiscal year 1968, as of January 31, 1969.
3. Estimated expenditures for fiscal year 1968.
4. Estimated expenditures for fiscal year 1969.
5. Estimated expenditures for fiscal year 1970.
6. Estimated deficiency for fiscal year 1968.
7. Total estimated requirements for fiscal year 1970.

CONGRESSIONAL PRINTING AND BINDING STATEMENT OF EXPENDITURES FOR FISCAL YEAR 1968 BILLED THROUGH JAN. 31, 1969, ESTIMATED OUTSTANDING FISCAL YEAR 1968 OBLIGATIONS AS OF JAN. 31, 1969, ESTIMATED EXPENDITURES FOR FISCAL YEARS 1968, 1969, AND 1970, ESTIMATED DEFICIENCY FOR FISCAL YEAR 1968, TOTAL ESTIMATED REQUIREMENTS FOR FISCAL YEAR 1970

	Total estimated requirements, fiscal year 1968			Total estimated requirements, fiscal year 1970			
	Expenditures billed through Jan. 31, 1969	Outstanding obligations as of Jan. 31, 1969	Estimated expenditures	Estimated expenditures, 1969	Estimated expenditures, 1970	Estimated deficiency, 1968	Total estimated requirements, 1970
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Congressional Record	$3,899,860	$1,050,000	$4,949,860	$4,410,000	$5,360,000	$1,185,000	$6,545,000
2. Miscellaneous publications	2,522,341	921,975	3,444,316	3,840,000	3,960,000	40,000	4,000,000
3. Miscellaneous printing and binding	2,480,537	600	2,481,137	2,850,000	2,920,000	100,000	3,020,000
4. Publications for international exchange	175,787	76,697	252,484	270,000	270,000	20,000	290,000
5. Franked envelopes and document franks	546,434		546,434	680,000	680,000		680,000
6. House and Senate committee and business calendars	948,449		948,449	1,200,000	1,240,000		1,240,000
7. Bills, resolutions, and amendments	1,938,673	8,753	1,947,426	2,880,000	2,480,000	150,000	2,630,000
8. Committee reports	791,913	750	792,663	900,000	960,000	15,000	975,000
9. Documents	620,949	117,900	738,849	1,120,000	1,060,000		1,060,000
10. Hearings	5,176,324	1,148,700	6,325,024	5,550,000	6,250,000	990,000	7,240,000
11. Federal Register, U.S. Government Organization Manual, Public Papers of the Presidents, and Weekly Compilation of Presidential Documents	1,451,775	80,000	1,531,775	1,730,000	1,800,000		1,800,000
12. Supplements to Code of Federal Regulations	541,583		541,583	770,000	820,000		820,000
Total	21,094,625	3,405,375	[1] 24,500,000	[2] 26,200,000	27,800,000	2,500,000	30,300,000

[1] $26,700,000 appropriated (Public Law 90-57, 90th Cong.) to cover $100,000 estimated deficiency for fiscal year 1964, $600,000 estimated deficiency for fiscal year 1965, $4,000,000 estimated deficiency for fiscal year 1966, and $22,000,000 estimated expenditures for fiscal year 1968. In addition to the $22,000,000 appropriated for fiscal year 1968 obligations, there is a $2,500,000 deficit which is included in the fiscal year 1970 estimated requirements.

[2] $31,000,000 appropriated (Public Law 90-417, 90th Cong.) to cover $4,800,000 estimated deficiency for fiscal year 1967 and $26,200,000 estimated expenditures for fiscal year 1969.

The requirements under each item for the fiscal year 1970 are set forth briefly in the order named. All fiscal year 1968 figures in the following items are based on work billed through January 31, 1969.

1. *Congressional Record.*—The proceedings of the Senate and House of Representatives are printed daily in the Congressional Record. Approximately 41,000 copies are printed daily and distributed as provided by law (44 U.S.C. 906), and are charged to the appropriation for printing and binding for Congress. There also are printed daily about 7,700 additional copies which are delivered and charged to Government departments on requisitions and to the Superintendent of Documents for sale to subscribers. After the close of each session, the daily proceedings are consolidated, indexed, and about 2,100 copies printed as the bound edition of the Record. In addition, about 250 sets are distributed to Departments, depository libraries, and public sales. The total cost to Congress of printing the daily edition and index of the Congressional Record in fiscal year 1968 was $3,899,860 for 42,895 pages of the daily edition and 2,110 pages of the index. The bound edition which was ordered in the fiscal year 1968 and is still in production is estimated at $1,050,000. This will bring the total estimated requirements for this item to $4,949,860 for the fiscal year 1968. The estimate submitted for the fiscal year 1969 was $4,410,000 for approximately 38,000 pages. It is estimated there will be 45,000 pages in the fiscal year 1970 and the cost will be $5,360,000.

2. *Miscellaneous Publications.*—This item includes printed matter such as the Congressional Directory, Senate and House Journals, memorial addresses of Members, nominations, United States Code and supplements, and publications not carrying a document or report number, such as laws, treaties, committee prints, and similar publications.

The expenditures for miscellaneous publications for the fiscal year 1968 were $2,522,341 for 3,572,315 copies, making 84,764 pages and included all work billed through January 31, 1969. It has been estimated that the incompleted orders will amount to $921,975. This will bring the requirements for this item to $3,444,316 for the fiscal year 1968. The amount estimated for the fiscal year 1969 was $3,840,000 for approximately 120,000 pages. It is estimated that $3,960,000 will be required in the fiscal year 1970 for approximately 120,000 pages.

3. *Miscellaneous Printing and Binding.*—This item includes letterheads, envelopes, blank paper, copy paper, notices, tags, labels, payrolls, blank books, stenographic notebooks, tablets, wall calendars, miscellaneous blank forms, and binding for both Houses.

The expenditures through January 31, 1969, for miscellaneous printing and binding amounted to $2,480,537 for the fiscal year 1968 for 64,424,914 separate units. Incompleted orders estimated at $600 will increase this item to $2,481,137 for the fiscal year 1968. The estimate for the fiscal year 1969 was $2,850,000 for approximately 75 million separate units. The estimate for the fiscal year 1970 is $2,920,000 for about 75 million units.

4. *Publications for International Exchange and the Library of Congress.*—As provided by law (44 U.S.C. 1718 and 1719), the Library of Congress is supplied with not to exceed 150 copies of Government publications, including the daily and bound editions of the Congressional Record and certain other congressional publications of which not to exceed 125 copies shall be for distribution through the Smithsonian Institution to foreign governments which agree to send to the United States similar publications of their governments for delivery to the Library of Congress.

The charges through January 31, 1969, for these publications for the fiscal year 1968 orders amounted to $175,787 for 1,490,603 copies. It has been estimated that $76,697 will be required for the remaining outstanding orders resulting in

an estimated requirement of $252,484 for the fiscal year 1968. The estimate for the fiscal year 1969 was $270,000 for 1,700,000 copies. It is estimated that $270,000 will be needed for about 1,700,000 copies in the fiscal year 1970.

5. *Franked Envelopes and Document Franks.*—Franked envelopes for mailing speeches and documents are furnished to Senators and Representatives, who are also furnished with franks for mailing documents, printed singly or in sheets with perforations at the option of the Member.

The expenditures for franked envelopes and document franks in the fiscal year 1968 amounted to $546,434 for 121,542,800 envelopes and 4,165,500 franks. It was estimated that $680,000 would be required in the fiscal year 1969 to print approximately 140 million envelopes and 5,800,000 franks. It is estimated that $680,000 will be needed in the fiscal year 1970 for approximately 140 million envelopes and 5,500,000 franks.

6. *House and Senate Committee and Business Calendars.*—This heading covers the printing of all House and Senate committee calendars which list the action of the various committees on pending and completed legislation. The House and Senate business calendars are also included in this item.

The expenditures for all House and Senate committee and business calendars for the fiscal year 1968 were $948,449 for 68,244 pages. The estimate for the cost of these calendars in the fiscal year 1969 was $1,200,000 for approximately 75,000 pages. It is estimated that $1,240,000 will be required in the fiscal year 1970 for approximately 77,500 pages.

7. *Bills, Resolutions, and Amendments.*—This heading covers the printing of bills, resolutions, and amendments in all forms, including the prints as introduced, referred, reported, and as finally passed.

The expenditures through January 31, 1969, for bills, resolutions, and amendments in the fiscal year 1968 amounted to $1,938,673 for 128,826 pages. Incompleted orders estimated at $8,753 will bring this item to $1,947,426 for the fiscal year 1968. The estimate submitted for the fiscal year 1969 was $2,880,000 for about 180,000 pages. The estimate for the fiscal year 1970 is $2,480,000 for approximately 155,000 pages.

8. *Committee reports.*—This item covers printed reports of congressional committees on pending legislation which carry a congressional number.

The expenditures through January 31, 1969, for printing committee reports ordered in the fiscal year 1968 were $791,913 for 25,050 pages. Incompleted orders estimated at $750 will bring this item to $792,663 for the fiscal year 1968. It was estimated that $900,000 would be needed for approximately 30,000 pages in the fiscal year 1969. It is estimated that $960,000 will be needed for about 30,000 pages in the fiscal year 1970.

9. *Documents.*—This heading includes all classes of Senate and House documents ordered printed by Congress which carry a congressional number, such as annual reports, engineers' reports, special reports made by Government departments in response to resolutions, supplemental and deficiency estimates of appropriations, etc.

The expenditures through January 31, 1969, for House and Senate documents ordered in the fiscal year 1968 amounted to $620,949 for 24,993 pages. It has been estimated that $117,900 will be required for the remaining outstanding orders resulting in an estimated requirement of $738,849 for the fiscal year 1968. The estimate for the fiscal year 1969 was $1,120,000 for about 35,000 pages. The estimate for the fiscal year 1970 is $1,060,000 for about 32,000 pages.

10. *Hearings.*—This item covers all hearings before congressional committees.

The expenditures for hearings in the fiscal year 1968 through January 31, 1969, were $5,176,324 for 250,340 pages. Outstanding orders have been estimated at $1,148,700, resulting in a total requirement of $6,325,024 for this class of work for the fiscal year 1968. The estimate for the fiscal year 1969 was $5,550,000 for

approximately 222,000 pages. The estimate for the fiscal year 1970 is $6,250,000 for about 250,000 pages.

11. *Federal Register, including the U.S. Government Organization Manual, the Public Papers of the Presidents of the United States, and the Weekly Compilation of Presidential Documents.*—The Archivist of the United States and the Public Printer are charged with the printing and distribution, in a serial publication titled "Federal Register," of documents authorized to be published under the act of July 26, 1935, and the act of June 11, 1946. Funds to cover the cost of printing this publication are provided for in the appropriation for congressional printing and binding. The National Archives and Records Service has been authorized (13 F.R. 5935; 1 CFR, pt. 31) to handle the U.S. Government Organization Manual as a special edition of the Federal Register. On November 6, 1957, the National Archives and Records Service was authorized (22 F.R. 8895; 1 CFR, pt. 32) to begin printing as a special edition of the Federal Register the Public Papers of the Presidents of the United States starting with the calendar year 1957 and specified calendar years prior to 1957 as authorized by the Administrative Committee of the Federal Register. The Weekly Compilation of Presidential Documents, which began publication on August 2, 1965, is published pursuant to the authority contained in the Federal Register Act (49 Stat. 500, as amended; 44 U.S.C., ch. 15), under regulations prescribed by the Administrative Committee of the Federal Register, approved by the President (1 CFR, pt. 32). The cost of printing the U.S. Government Organization Manual, the Public Papers of the Presidents of the United States, and the Weekly Compilation of Presidential Documents is charged to the cost of printing the Federal Register (sec. 6, 49 Stat. 501; 44 U.S.C. 1506).

The expenditures for the Federal Register for all work ordered in the fiscal year 1968 amounted to $1,451,775 for 21,532 pages. This included $111,300 for 1,913 pages of the Weekly Compilation of Presidential Documents, and $33,607 for 852 pages of the U.S. Government Organization Manual. It has been estimated that $80,000 will be required to complete two volumes of the Presidential Papers (Johnson, 1967) bringing the total requirement to $1,531,775. It was estimated that $1,730,000 would be sufficient to cover the cost of approximately 20,000 pages of the Federal Register and for printing the U.S. Government Organization Manual, the Weekly Compilation of Presidential Documents, and the Public Papers of the Presidents of the United States in the fiscal year 1969. It is estimated that $1,800,000 will be required in the fiscal year 1970 for printing an estimated 20,000 pages of the Federal Register and for printing the U.S. Government Organization Manual, the Weekly Compilation of Presidential Documents, and the Public Papers of the Presidents of the United States as supplemental editions of the Federal Register.

12. *Supplements to Code of Federal Regulations.*—The cost of printing the supplements to the Code of Federal Regulations amounted to $541,583 for 53,090 pages ordered in the fiscal year 1968. It was estimated that $770,000 would be sufficient for printing 55,000 pages of the supplements during the fiscal year 1969. It is estimated that $820,000 will be required to print 55,000 pages of the supplements during the fiscal year 1970.

AVERAGE COST PER UNIT OF PRINTING AND BINDING CHARGEABLE TO THE CONGRESSIONAL APPROPRIATION, AS OF JUNE 30, 1968

	Unit	1963	1964	1965	1966	1967	1968	1969 [1]	1970 [1]
1. Congressional Record	Per page	$104.19	$96.05	$108.50	[1] $104.00	[1] $110.00	[1] $113.00	$116.00	$119.00
2. Miscellaneous publications	do	21.07	24.94	27.98	31.25	26.05	25.67	32.00	33.00
3. Miscellaneous printing and binding	Per 1,000	29.38	30.25	28.24	30.41	37.86	36.15	38.00	39.00
4. Publications for international exchange	Per copy	.151	.16	.142	.125	.122	.10	.16	.16
5. Franked envelopes	Per 1,000	4.45	3.95	3.95	3.89	4.16	4.29	4.60	4.60
5. Document franks	do	4.14	3.88	4.88	4.97	5.34	5.37	6.00	6.00
6. Committee and business calendars	Per page	13.20	11.56	15.67	12.71	14.99	13.88	16.00	16.00
7. Bills, resolutions, and amendments	do	10.03	13.15	11.95	13.17	12.88	15.01	16.00	16.00
8. Committee reports	do	22.88	23.08	25.89	24.25	24.98	32.96	30.00	32.00
9. Documents	do	17.12	31.84	26.11	25.70	29.67	24.17	32.00	33.00
10. Hearings	do	20.18	20.41	20.75	21.40	21.31	20.70	25.00	25.00
11. Federal Register (not including U.S. Government Organization Manual, Public Papers of the Presidents, and Weekly Compilation of Presidential Documents).	do	54.02	57.55	59.28	64.29	65.41	69.45	75.00	78.00
12. Supplements to Code of Federal Regulations	do	11.87	9.21	10.81	9.96	10.82	13.95	14.00	15.00

[1] Estimated.

Congressional printing and binding billings for work ordered in fiscal year as of Jan. 31, 1969

Fiscal year:	Amount
1954	$9, 844, 423. 14
1955	9, 082, 158. 22
1956	10, 321, 442. 51
1957	10, 076, 164. 34
1958	11, 396, 586. 19
1959	11, 590, 307. 57
1960	13, 131, 748. 07
1961	11, 675, 588. 80
1962	14, 344, 185. 69
1963	16, 213, 767. 43
1964	17, 442, 333. 38
1965	18, 665, 337. 36
1966	20, 452, 433. 57
1967	22, 048, 381. 42
1968	21, 094, 624. 76
1969 (7 months)	6, 604, 563. 00

With the inception of the revolving fund accounting system in fiscal year 1954, all billings for each fiscal year are based on the orders received during the respective fiscal year.

EMPLOYEES ON ROLL

Fiscal year	As of—[1]	Number
1954	Jan. 1, 1954	7, 148
1955	June 1, 1955	6, 803
1956	Apr. 1, 1956	6, 687
1957	Mar. 15, 1957	6, 490
1958	Mar. 31, 1958	6, 432
1959	Feb. 28, 1959	6, 513
1960	Feb. 29, 1960	6, 547
1961	Feb. 28, 1961	6, 614
1962	Feb. 28, 1962	6, 887
1963	Feb. 28, 1963	7, 161
1964	Jan. 31, 1964	7, 272
1965	Jan. 31, 1965	7, 392
1966	Jan. 31, 1966	7, 257
1967	Jan. 31, 1967	7, 542
1968	Jan. 31, 1968	7, 825
1969	Jan. 31, 1969	7, 971

[1] Based on information developed annually for hearings before the Committee on Appropriations.

Requisitions and print orders received

Fiscal year:	*Number*
1954	83, 639
1955	94, 018
1956	92, 904
1957	95, 279
1958	92, 671
1959	99, 293
1960	100, 162
1961	99, 340
1962	109, 112
1963 [1]	230, 261
1964 [1]	228, 819
1965 [1]	245, 732
1966 [1]	272, 044
1967 [1]	303, 108
1968 [1]	335, 793
1969 [1] (7 months)	193, 215

[1] Beginning with fiscal year 1963, totals included individual orders on open requisitions.

Total income, including all field work

Fiscal year:	*Amount*
1954	$74, 482, 987.40
1955	78, 493, 955. 51
1956	86, 852, 359. 15
1957	88, 745, 435. 16
1958	89, 684, 998. 00
1959	93, 047, 066. 07
1960	99, 547, 839. 95
1961	97, 749, 609. 00
1962	121, 316, 943. 48
1963	129, 650, 829. 38
1964	136, 058, 238. 16
1965	137, 473, 221. 11
1966	175, 878, 648. 87
1967	199, 975, 833. 55
1968	194, 813, 866. 97
1969 (7 months)	112, 757, 709. 18

TOTAL GROSS (CASH) EXPENDITURES

Fiscal year	Printing and binding operations	Sales of publications operations	Less intrafund expenditures	Total expenditures
1954				$91,846,000
1955				84,027,000
1956				87,182,000
1957				88,132,000
1958				89,871,000
1959				95,866,000
1960				103,192,000
1961				96,262,000
1962				122,674,000
1963	$128,391,000	$5,739,000	—$3,978,000	130,132,000
1964	134,923,000	6,997,000	—7,660,000	134,260,000
1965	134,260,000	6,549,000	—4,980,000	135,829,000
1966	168,511,000	7,547,000	—4,838,000	171,220,000
1967	198,071,000	8,678,000	—6,902,000	199,847,000
1968	188,446,000	9,142,000	—8,302,000	189,286,000
1969 (estimate)	204,593,000	10,319,000	—9,283,000	205,629,000
1970 (estimate)	222,112,000	10,084,000	—7,852,000	224,344,000

Note: Separation of total expenditures by printing and binding operations and sales of publications operations is not available prior to fiscal year 1963. Intrafund expenditures consist of expenditures incurred by printing and binding operations on behalf of the sales of publications operations.

VALUE OF COMMERCIAL PRINTING

Fiscal year	Value of commercial printing	Value of paper furnished contractors	Total
1954	$18,143,382.55	$2,541,696.24	$20,685,078.79
1955	21,147,522.61	2,481,072.63	23,628,595.24
1956	23,160,772.98	3,467,137.32	26,627,910.30
1957	24,314,072.18	4,859,552.73	29,173,624.91
1958	28,484,791.73	3,744,304.89	32,229,096.62
1959	28,588,242.06	3,879,593.34	32,467,835.40
1960	31,062,888.61	4,546,789.00	35,609,677.61
1961	31,580,444.61	4,473,401.55	36,053,846.16
1962	43,376,398.16	5,793,104.09	49,169,502.25
1963	47,533,961.89	5,835,773.00	53,369,734.89
1964	50,493,980.38	3,861,028.27	54,355,008.65
1965	51,129,601.39	3,277,964.88	54,407,566.27
1966	74,885,832.45	4,307,184.53	79,193,016.98
1967	92,945,591.66	4,464,339.89	97,409,931.55
1968	93,994,354.33	3,405,255.45	97,399,609.78
1969 (7 months)	54,807,620.00	1,801,465.92	56,609,085.92

(*Including Public Papers of the Presidents, U.S. Government Organization Manual, and Weekly Compilation of Presidential Documents.*)

Administrative Committee.—Establishment and composition; powers and duties (sec. 1506, title 44, United States Code).

The Administrative Committee of the Federal Register shall consist of the Archivist of the United States or Acting Archivist, who shall be Chairman, an officer of the Department of Justice designated by the Attorney General, and the Public Printer or Acting Public Printer. The Director of the Federal Register shall act as Secretary of the Committee. The authority of the Administrator of General Services, under section 754 of title 40, to regroup, transfer, and distribute functions within the General Services Administration, does not extend to the Committee or its functions. The Committee shall prescribe, with the approval of the President, regulations for carrying out this chapter. The regulations shall provide, among other things: The manner and form in which the Federal Register shall be printed, reprinted, compiled, indexed, bound, and distributed; the number of copies of the Federal Register, which shall be printed, reprinted, and compiled, the number which shall be distributed without charge to Members of Congress, officers and employees of the United States, or Federal agency, for official use, and the number which shall be available for distribution to the public.

Public Papers of the Presidents

Authority and Distribution.—The following sections of part 32, title 1, chapter 1, of the Code of Federal Regulations pertains to the Public Papers of the Presidents.

Section 32.1 Publication required.

There shall be published forthwith at the end of each calendar year, beginning with the year 1957, a special edition of the Federal Register designated "Public Papers of the Presidents of the United States." Each volume shall cover one calendar year and shall be identified further by the name of the President and the year covered.

Section 32.2 Coverage of prior years.

After conferring with the National Historical Publications Commission with respect to the need therefor, the Administrative Committee may from time to time authorize the publication of similar volumes covering specified calendar years prior to 1957.

Section 32.15 Members of Congress.

Each Member of Congress, during his term of office, shall be entitled to one copy of each annual volume published during such term: Provided, that authorization for furnishing such copies shall be submitted in writing to the Director and signed by the authorizing Member.

Section 32.16 The Supreme Court.

The Supreme Court of the United States shall be entitled to twelve copies of the annual volumes.

Section 32.17 Executive agencies.

The head of each department and the head of each independent agency in the executive branch of the Government shall be entitled to one copy of each annual volume upon application therefor in writing to the Director.

The printing of the Public Papers of the Presidents is initiated by requisition from the National Archives and Records Service, General Services Administration. The program consists of the printing of the Public Papers of the Presidents of

prior administrations beginning with the Truman administration and continuing currently through future administrations. The Truman papers for 1945 through 1952, the Eisenhower papers for 1953 through 1960, the Kennedy papers for 1961 through 1963, and the Johnson papers for 1963 through 1966, have been completed (25 volumes in all). The Truman papers for 1952, which were delivered in November of 1966, completed the backlog of this program.

U.S. Government Organization Manual

The U.S. Government Organization Manual is published annually by the Office of the Federal Register, National Archives and Records Service, General Services Administration, as a special edition of the Federal Register pursuant to part 31 of the regulations of the Administrative Committee, approved on March 20, 1959 (24 F.R. 2353; 1 CFR, pt. 31).

Weekly Compilation of Presidential Documents

The Weekly Compilation of Presidential Documents is published every Monday by the Office of the Federal Register and contains statements, messages, and other Presidential materials released by the White House up to 5 p.m. Friday of each week. Authority to publish this compilation is included in the Federal Register Act (49 Stat. 500, as amended; 44 U.S.C., ch. 15), under regulations prescribed by the Administrative Committee of the Federal Register, approved by the President (1 CFR, pt. 32).

Federal Register and supplements to the Code of Federal Regulations

Page unit estimates (number of pages), are furnished by the General Services Administration, National Archives and Records Service, Federal Register Division. The estimated number of page units required becomes the basis for preparation of estimated costs of the Federal Register and the supplements to the Code of Federal Regulations.

1969 AND 1970 WALL CALENDARS ORDERED FROM GOVERNMENT PRINTING OFFICE

Ordered by—	Requisition No.	Requisition Date	GPO jacket No.	Number of calendars: Large	Small	Total	Cost
Clerk's Office, House of Representatives	378	Oct. 4, 1968	99-278	173,917	.....	173,917	$79,007.65
Secretary of the Senate	4257	Aug. 26, 1968	98-763	9,252	1,502	10,754	4,981.61
Total ordered by House and Senate				183,169	1,502	184,671	83,989.26

Large House calendars, size 12¼ by 18, covers 2 years 1969 and 1970, are printed with numerals in 2 colors, mounted on board, lined with blue paper, and have an illustration showing panoramic view of Capitol.
Large Senate calendars, size 9 13/16 by 15, are printed with single-color numerals, mounted on board, lined with blue paper, and have an illustration showing Senate wing of Capitol.
Small Senate calendars, size 9 by 10, consist of the calendar portion only, stitched to board.

GOVERNMENT PRINTING OFFICE REVENUE, EXPENSE, AND RETAINED EARNINGS—PRINTING AND BINDING OPERATIONS

[In thousands of dollars]

	1968 actual	1969 estimate	1970 estimate
Revenue: Printing and binding operations	194,698	204,645	219,505
Other income:			
Baling and other salvaging	84	75	72
Miscellaneous income	2	2	3
Total, other income	86	77	75
Total, revenue	194,784	204,722	219,580
Less:			
Cost of sales publications purchased for resale	6,468	6,000	6,652
Allowance for unsalable publications	1,682	1,400	1,200
Total	8,150	7,400	7,852
Total, adjusted revenue	186,634	197,322	211,728
Expense:			
Personnel compensation	61,944	66,862	70,240
Personnel benefits	4,274	4,622	4,867
Travel and transportation of persons	53	68	77
Transportation of things	1,640	1,722	1,808
Rent, communications, and utilities	1,372	1,658	1,987
Printing and reproduction	89,583	93,000	101,700
Other services	296	786	348
Supplies and materials	33,070	34,018	36,100
Insurance claims and indemnities	1	2	2
Depreciation	1,824	1,984	2,451
Total, expense	194,057	204,722	219,580
Less:			
Cost of sales publications purchased for resale	6,468	6,000	6,652
Allowance for unsalable publications	1,682	1,400	1,200
Total	8,150	7,400	7,852
Total, adjusted expense	185,907	197,322	211,728
Net operating income	727	----	----
Nonoperating income and retained earnings:			
Acquisition value of equipment sold	544	----	----
Less:			
Accumulative depreciation	537	----	----
Book value of equipment sold	7	----	----
Proceeds from sale of equipment	37	----	----
Nonoperating income	30	----	----
Net income for year	757	----	----
Analysis of retained earnings:			
Retained earnings, start of year	24,734	25,491	25,491
Retained earnings, end of year	25,491	25,491	25,491

GOVERNMENT PRINTING OFFICE

REVENUE, EXPENSE, AND RETAINED EARNINGS—SALES OF PUBLICATIONS OPERATIONS

[In thousands of dollars]

	1968 actual	1969 estimate	1970 estimate
Revenue: Sales	15,309	16,819	18,200
Other income:			
Gratuitous revenues (sale of other Government publications by sales agents of Superintendent of Documents)	1,566	1,600	1,700
Deposit accounts inactive for 10 years and unidentified remittances	27	28	29
Unredeemed public document coupons	52	53	55
Total other income	1,645	1,681	1,784
Total revenue	16,954	18,500	19,984
Expense:			
Sales publications purchases for resale	6,468	6,000	6,652
Postage for sales copies mailed	1,039	1,584	1,632
Publications destroyed	1,682	1,400	1,200
Administrative expenses	1,137	1,216	1,300
Total expense	10,326	10,200	10,784
Net operating income [1]	6,628	8,300	9,200
Analysis of retained earnings:			
Retained earnings, start of year	1,579	2,628	3,300
Payment of earnings	−5,579	−7,628	−9,300
Retained earnings, end of year	2,628	3,300	3,200
Expenditures from salaries and expenses appropriation required to operate the sales program:			
Personnel compensation	3,140	3,505	3,574
Personnel benefits	183	214	219
Travel and transportation of persons	2	9	9
Transportation of things: Delivery services	7	6	8
Rent, communications, and utilities:			
Rentals	16	13	22
Communications	75	97	97
Heat, light, and power	11	12	12
Printing and reproduction: Price lists and circulars	358	456	478
Other services:			
Computer services		186	194
Repairs and alterations	82	80	92
Sanitation	63	65	65
Supplies and materials:			
Mailing and supplies	152	157	163
Office supplies	46	53	54
Equipment	41	149	104
Total expenditures	4,177	5,002	5,092
Net earnings	2,451	3,298	4,108

[1] This amount is transferred to the U.S. Treasury as miscellaneous receipts.

REVENUE, EXPENSE, AND RETAINED EARNINGS

[In thousands of dollars]

	1968 actual	1969 estimate	1970 estimate
Operating revenue:			
Revenue, printing and binding operations	194,784	204,722	219,580
Revenue, sales of publications operations	16,954	18,500	19,984
Less: Intrafund sales included above	−8,150	−7,400	−7,852
Total operating revenue	203,588	215,822	231,712
Operating expense:			
Expense, printing and binding operations	194,057	204,722	219,580
Expense, sales of publications operations	10,326	10,200	10,784
Less: Intrafund expense included above	−8,150	−7,400	−7,852
Total operating expense	196,233	207,522	222,512
Net operating income, printing and binding operations	727	----	----
Net operating income, sales of publications operations	6,628	8,300	9,200
Net operating income, revolving fund	7,355	8,300	9,200
Nonoperating income or loss: Printing and binding operations:			
Proceeds from sale of equipment	37	----	----
Net book value of assets sold	7	----	----
Net gain from sale of equipment	30	----	----
Net income for the year, printing and binding operations	757	----	----
Net income for the year, sales of publications operations	6,628	8,300	9,200
Net income for the year, revolving fund	7,385	8,300	9,200
Analysis of retained earnings:			
Retained earnings, start of year	26,313	28,119	28,791
Payment of earnings, sales of publications operations	−5,579	−7,628	−9,300
Retained earnings, end of year	28,119	28,791	28,691

Profits and losses from printing and binding operations, Government Printing Office revolving fund, fiscal year 1954 through Jan. 31 of fiscal year 1969

Fiscal year:	*Net profit or loss (−)*
1954	$3,483,727
1955	3,156,673
1956	3,203,201
1957	2,971,901
1958	975,037
1959	1,218,169
1960	1,264,135
1961	−809,188
1962	2,326,531
1963	1,343,814
1964	1,733,046
1965	1,573,889
1966	5,887,210
1967	4,406,239
1968	757,325
1969 through Jan. 31, 1969	−475,187

Senator MONTOYA. You may proceed, Mr. Harrison.

Mr. HARRISON. Thank you, Mr. Chairman.

During fiscal year 1968, the volume of printing and binding handled by the Government Printing Office amounted to almost $195 million. This was slightly below the record of $199 million processed in 1967.

However, our procurement of printing and binding from commercial sources increased slightly. This is in keeping with our policy of procuring, from the private economy, all printing which lends itself to this type of purchase. I believe that this policy helps us to maintain our production capability at a minimum level consistent with our mission.

ULTRA-HIGH-SPEED LINOTRON SYSTEMS

We are exploring and making progress in the new technologies which affect our industry. We have had marked success with the two ultra-high-speed Linotron systems.

The first of these two Linotron phototypesetting systems was placed in production on October 3, 1967. During the first 13 months of operation, the overall estimated savings in printing and binding costs to our customer agencies amounted to over $900,000.

The second system became operational on October 1, 1968. This will provide us with the capability for processing additional work, as well as backup to insure our adherence to production schedules. We anticipate that we will produce more than 200,000 pages in fiscal year 1970 using these two systems.

Senator MONTOYA. What do you mean by 200,000 pages?

Mr. HARRISON. I mean that many pages of type will be set by using this system.

Senator MONTOYA. At one time?

Mr. HARRISON. Over the year there will be that many pages set.

AUTOMATIC WASTEPAPER COLLECTING AND BALING SYSTEM

The new automatic wastepaper collecting and baling system was placed in operation early in June 1968 and has reduced our manpower requirements, increased safety, and improved working conditions for baling wastepaper. The wastepaper is sent to a central collection point through air ducts. This eliminated the bulk hauling of approximately 20 million pounds of wastepaper through crowded production areas in cumbersome trucks.

APPRENTICE CEILING INCREASE: PENDING LEGISLATION

One of our more persistent problems is the difficulty that we have in obtaining trained craftsmen in sufficient numbers to insure an adequate skilled working force at the Government Printing Office.

Legislation passed in 1924 authorized a ceiling of 200 apprentices. Both Houses of the 91st Congress have introduced bills to authorize an increase to 500 in the number of apprentices which this Office is authorized to train. The Senate bill has been passed and sent to the

House. The increase, as provided by this bill, would give us a realistic solution to our recruitment problem. It would also make possible an appointment policy in the best interest of the Government and would assure the orderly and timely production of public printing.

CONGRESSIONAL RECORD PRINTING COST

Senator MONTOYA. With respect to the printing of the Congressional Record, page 8 of the justifications, what is the current cost per page of the Record?

Mr. HARRISON. $116, Mr. Chairman.

Senator MONTOYA. In your fiscal year 1968 budget, you estimated there would be 32,000 pages and the cost would be $3,615,000. According to the statement in the present justifications, there were in fact for fiscal year 1968, 42,895 pages of the daily edition and 2,110 pages of the index for a total estimated cost of $4,949,860, approximately $1,300,000 over your estimate.

You also estimate there will be 45,000 pages in the fiscal year 1970 Record, and the cost will be $5,360,000. Do you think this is a solid estimate?

Mr. HARRISON. Senator, it is an educated estimate at its best. Every time we make such an estimate, we feel that we have reasons to think we are right.

Congress, unfortunately, doesn't always agree with us and they have longer sessions, as problems come up that require longer sessions. So it is impossible, even with the history that we have, the experience we have had over 100 years of making this estimate, to arrive at an exact figure.

Senator MONTOYA. It is running less than last year at this point in the session, isn't it?

Mr. HARRISON. This is true, because in a new Congress, they are slower starting than they are during the second session.

Senator MONTOYA. I have been here 14 years. Without any concentrated reflection, I feel that the Record this year is smaller than it has been during my 14 years at this stage.

Would that be true? You probably have the statistics.

Mr. HARRISON. I think this is true. However, we only have 7 months to go on. So, it is a little difficult to predict what will happen the rest of this session. As of this point, the first 7 months of 1969, we are considerably below that same period in 1968.

But here again, as you know, a new Congress, a new administration, starts slower. There is much reorganization to do. As an example, we don't print the Congressional Directory for the first session until March. Next year it will be ready by January 1 for the second session.

INDEXING AND BINDING OF RECORD

Senator MONTOYA. Why is it that the 1968 bound edition of the Congressional Record is still in production at this late date?

Mr. HARRISON. The preparation of the index is what is delaying the completion of it. This takes quite some time after the copy is prepared for the volumes. Then, of course, the index has to be prepared. But we are making progress on that. This is about par for the course.

Senator MONTOYA. Is this a customary delay?
Mr. HARRISON. Yes.

OPERATING COSTS: PROFITS AND LOSSES

Senator MONTOYA. On your table on page 24 of profits and losses from printing, and from printing and binding operations through the revolving fund, you show a net profit of $4,406,239 for fiscal year 1967. For fiscal year 1968, the net profit was $757,325 and for the first 7 months of fiscal 1969, you show a loss of $475,187.

Please comment on this gradual diminishing profits.

Mr. HARRISON. I think the 2 years, 1966 and 1967, where we did show a large profit, are the unusual years.

In an organization the size of the Government Printing Office, where at any given time you will have 20,000 jobs going through the plant, and being charged with not operating at a loss and yet not making very much profit, we estimate what our future volume in the plant will be and price our products in accordance with that volume so that we can recover the costs. It is the only way we have of acquiring operating funds.

PRICE DETERMINATION: VOLUME, WAGES, AND COST OF MATERIALS

When we estimated the future volume in the plant in 1965, we thought we had hit a peak of about $138 million volume.

So, we adjusted our prices on that basis. However, we had a volume the next year of $175 million. This was unpredictable.

Of course, with that much more volume than our estimated level had been, it naturally created more profit. We thought that we had hit the top, $175,800,000.

So we adjusted our prices again to recover costs on that basis. Again we had a big increase from $175 million to $199 million, nearly $200 million.

Senator MONTOYA. Had you revised your costs downward on a bigger volume, anticipated volume, or had you stayed at the same level or had you revised them upward?

Mr. HARRISON. There is a great deal that goes into establishing prices. During this same period of time——

Senator MONTOYA. I am trying to find out if there was any relation to what you did to the decrease in profits?

Mr. HARRISON. In 1967, profits again hit $4,400,000.

During this period, the wages were going up, as you know and costs were going up for materials. We figured that with the increased costs, maintaining the same prices would see us through.

Then we had another $25 million increase, so we made a larger profit than we expected. Then in 1968, our volume dropped a little bit, from $199.9 million to $194.8 million which brought that decrease in profits.

Senator MONTOYA. There was quite a precipitous decrease from $4 million to $757,000.

Mr. HARRISON. That is right, sir. During this same period, we also had a big increase in wages and materials costs.

Senator MONTOYA. Did you anticipate that in projecting your cost of production?

Mr. HARRISON. We did.

Senator MONTOYA. But you apparently were not on the target.

Mr. HARRISON. We had a $4 million increase in wages that year, Senator, which if we had not, we would have had another $4.7 million profit. That is higher than the Office plans to operate. Our profit generally runs about $1.5 million to $1.7 million. Going back to 1962, we had a profit of $2 million, and in 1963 it was $1.3 million.

This gives us sufficient profit to keep our plant and equipment modern. We believe this is good.

Senator MONTOYA. You mean $757,000 gives you that much?

Mr. HARRISON. No, that is a little lower than we would like to have. We would like to have roughly 1½ percent, which would see us through. But in an operation as large as ours, it is difficult to accomplish—you just can't adjust prices quickly enough. You have to give your customers advance notice. We have about 20,000 department orders going through the plant at one time which you can't change prices on at that particular time.

STATUTORY PRINTING SCOPE: OFFICIAL GOVERNMENT PRINTING

Senator MONTOYA. Will you explain for my own benefit and for the record just exactly what printing operations you conduct? I know that you do printing for the Government. Do you do anything for any other organizations, whether they might be quasi-public corporations owned by the Government?

Mr. HARRISON. The law says that we can only do official Government printing. We do some printing for the District government, which is, you might say, a quasi-Federal agency. We did about a quarter of a million dollars of work for them last year.

All of our other work is for Federal agencies.

PRINTING CHARGES

Senator MONTOYA. You charge each Federal agency for the printing that you do for it.

Mr. HARRISON. That is right, sir.

Senator MONTOYA. It is charged against these Federal agencies and it is the revenue derived from them that brought about this total revenue for printing.

Mr. HARRISON. That is right, sir. We operate just like a commercial plant would operate. We get an order from one of our customers, 120 of them in total and we print, deliver, and bill them for it.

They pay us by check. We deposit the check in our account in the Treasury and operate our printing establishment against that account.

SALE OF DOCUMENTS: TREASURY DEPOSIT OF OPERATION EXCESS

Senator MONTOYA. How do you determine the cost of documents that are sold at the Government Printing Office?

Mr. HARRISON. There is a formula set up by law which controls that. It includes the cost of printing the publication, the cost of handling, mailing, and maintaining the mailing operations plus 50 percent added as required by law.

Senator MONTOYA. Have you run any customer surveillance on these documents to determine whether you are actually bringing in some kind of a profit?

Mr. HARRISON. Yes, sir. We have and we do each year. We return to the Treasury more than is appropriated to operate the whole division. Last year there was in excess of $4 million appropriated to operate the sales program. We will return more than $9 million to the Treasury.

Senator MONTOYA. You do not keep the revenue from the sale of these documents in your revolving fund?

Mr. HARRISON. No, sir, that goes back to the Treasury.

REVOLVING FUND

Senator MONTOYA. Will you explain for the record the purpose of the revolving fund, when it was instituted and how it operates?

Mr. HARRISON. In 1953 the Congress capitalized the Government Printing Office. Had we been a commercial plant we would have gone to the bank and borrowed the money for our operating fund. But being a part of the Government, the Congress voted this fund.

Senator MONTOYA. How much was it?

Mr. HARRISON. In 1953 there was $1 million appropriated to go into the revolving fund.

The paid-in capital of the Office was $31,218,000. In 1963 the Congress voted an additional $10 million into the revolving fund because of the increase in business. We had to have more cash in our account to operate.

In 1966 they voted $15 million. So the total amount that has been voted into the capital fund is $26 million.

Senator MONTOYA. Has that been kept intact up to now?

Mr. HARRISON. It is invested in work in process, in accounts receivable, materials, and supplies. It is all invested money except for our daily cash requirements.

Senator MONTOYA. It is an inventory and capital outlay? Is capital outlay one of the purposes for this fund?

Mr. HARRISON. Yes, sir.

Senator MONTOYA. So actually, what balance do you have at the present time?

Mr. HARRISON. In cash money?

Senator MONTOYA. Yes, in this revolving fund.

Mr. HARRISON. As of the 18th of July we had $8,652,000.

Senator MONTOYA. Is that more or less a normal balance?

Mr. HARRISON. Yes, sir, it fluctuates daily depending on how many bills we have to pay at that time.

Senator MONTOYA. That is in addition to the current appropriation?

Mr. HARRISON. Yes, sir, the current appropriation is just for Congress to buy their printing requirements, which is what we are justifying here today. To give you an example of our capital needs to operate, the total value on July 18, 1969, was $63,715,000, including $8,600,000 cash, $30 million of work in process, $10.5 million finished work that hadn't been billed, $20.9 million work that had been billed and hadn't been paid; and $1.5 million receivables that hadn't been billed.

So, it made a total of $63 million. This is in the revolving fund exclusive of fixed assets. We think this is a good balance for the volume that we do, which is now exceeding $200 million.

Senator MONTOYA. Senator Yarborough, do you want to ask any questions?

APPROPRIATION SUPPORT

Senator YARBOROUGH. Not at this point. I would like to say that being delayed is not due to any lack of interest in the Public Printer and the Superintendent of Documents. I am very much interested in your work.

I am chairman of the Labor and Public Welfare Committee and we have an executive session going on at the present time concerning the mine safety bill that you have seen very much of in the press. I have come here for only just a very few minutes to express my great interest in the Public Printer. I am not in favor of some talk about leasing it out like they are trying to do the Post Office Department.

I think this Government Printing Office is one of the great branches of the Government. I must say that having majored in history before I got into law and having studied the westward movement of the American people, I realize how many obscure public documents, old maps and pictures thrown away by Members of the Congress at that time are now avidly sought by the student of history.

That is true in many fields of science, too, where some of the very first scientific discoveries were put into the record by Congressmen.

So, I am proud to be here with my colleague from New Mexico, a State adjoining Texas. I wish him well on this.

Mr. Chairman, I support the requests of the Public Printer and the Superintendent of Public Documents. In the past, they have had problems. I have heard some people object to the funds we appropriate for them. We know that with the increased costs of wages and supplies their bills must be higher for the same number of pages printed and for the same quality, both in workmanship and material, as in the past.

STATUS OF PROPOSED NEW PRINTING OFFICE

I want to ask what is the status of the new Printing Office that was to be built? I ask the staff.

Mr. SCOTT. The site has not been approved by the Joint Committee on Printing. So, the request for an appropriation is not before the committee, it has been withdrawn.

Senator YARBOROUGH. Is that still live, though? Is the Printing Office still asking for that?

Mr. HARRISON. We still need it very desperately.

Senator YARBOROUGH. There was a hassle about where it would be.

Mr. HARRISON. The site still has not been approved.

Senator YARBOROUGH. Is it still available? The Government hasn't turned it over to something else?

Mr. HARRISON. No, sir.

Senator YARBOROUGH. Is it involved in any bill?

Mr. HARRISON. No; the Joint Committee has not approved the site.

Senator YARBOROUGH. Do you think it is a good site?

Mr. HARRISON. Yes.

Senator YARBOROUGH. I remember the hassle. They asked a lot of questions. I won't take this time to go into it now. But I approved of it and did what I could.

Mr. Chairman, I, being the chairman of that executive committee, I must leave soon. I just came by because of my great interest in this subject.

I want you to know that I still support you.

Mr. HARRISON. Any site would be a good site that would be available.

Senator YARBOROUGH. I believe you went into the location, the many factors such as safety of employees, and others. I want you to know that I am ready to help you. The able Senator from New Mexico and I are 23d and 24th in seniority out of 24 on this Appropriations Committee. Maybe if we had a little more seniority, we could be of a little help to you.

If we were first and second, I think you would have your site before now. This is my belief knowing how progressive he is.

Senator MONTOYA. Thank you for being here, Senator. We thank you for being here.

Senator YARBOROUGH. You have my proxy on this matter. I leave not because of lack of interest, but because of an obligation I can't avoid. I would like to hear the Printing Office and Superintendent of Documents testimony. Their offices are important, for while we have had the rise of archives, the Public Printer and public documents were there before we had archives to put them in.

So, I am here to help support you as a great Government institution and oppose the leasing out of your work.

Mr. HARRISON. Thank you, Senator.

Senator MONTOYA. Thank you, Senator Yarborough.

LINOTRON PHOTOTYPESETTING SYSTEMS: BACKGROUND AND PROCESS

Mr. Harrison, in your prepared statement, you mentioned the savings resulting from the two new Linotron phototypesetting systems. Please supply the committee the background on these machines and what is the process?

Mr. HARRISON. Senator, a few years ago, it became apparent that more and more work was being sent to the Printing Office with copy that was computer printout copy, all capital letters, wide spaces, very difficult to read, even reducing it as much as we could photographically the volume was fantastic.

So, the Joint Committee directed that we instigate a study on how this could be handled. The Mergenthaler Co. and the CBS Laboratories got a contract after invitations went out to anyone that was interested. They built this machine, which in effect, takes a computer magnetic tape from a customer, and is programed into this system. It composes, in very fine graphic arts type, at the rate of about a page every 10 seconds.

The big advantage of this equipment is first, it allows the computers to operate at full speed because when computers were printing out this copy that we got, they had to be slowed down in order to accommodate the printer.

This is material generally that the agencies use for many other operations. We take the tape and program it and then run it without

any keyboarding, or proofreading, except for the casual observance of the pages as they come off the machine.

Senator MONTOYA. Do you have a reception at the computer level from the particular department or is it hand carried to your place?

Mr. HARRISON. The tape is hand carried to us at present.

Senator MONTOYA. I know some departments are thinking of having feed-in circuits.

Mr. HARRISON. To give you an example, I would be glad to leave you this book, which shows just exactly what has happened. This was the type of work that was being reproduced and printed from computer printout copy. You notice all capital letters. By giving us the tape and having the Linotron do the job, this is what we produced. We got up to 50 percent more on a page than we did the old way and it is many times more readable.

BULK AND MAN-HOURS REDUCTIONS

This reduces the bulk tremendously. It is probably averaging from 40 to 50 percent reduction in bulk.

Senator MONTOYA. What about in man-hours?

Mr. HARRISON. In man-hours, it is fantastic.

Senator MONTOYA. Give me a comparison of the manual handling for that kind of printing and the computer handling.

Mr. HARRISON. Do you mean if we had to compose this?

Senator MONTOYA. What you did before, yes, do you have a comparison?

Mr. HARRISON. We have. I don't think I can give it to you right at this moment.

Senator MONTOYA. Give it to me approximately.

Mr. HARRISON. I would say to keyboard this one page would take 2 hours.

Senator MONTOYA. For a printer?

Mr. HARRISON. For a compositor, yes, sir. We compose this now on the Linotron in 10 seconds.

We saved 4,560 pages a year in this one periodic publication alone, a 42-percent savings in bulk. The Linotron-produced publication was 520 pages. The computer printout one was 900 pages. Similar examples are included in this book. But I think the greatest thing that we have accomplished is the improved readability of what we are producing.

For instance, here is one where we saved almost 50 percent of the space on each page. It is so much more readable.

Senator MONTOYA. How many of these machines do you have?

Mr. HARRISON. We have two.

Senator MONTOYA. Do you contemplate the addition of others?

Mr. HARRISON. I think eventually, yes, sir.

Senator MONTOYA. What are these machines worth? Do you lease them?

COST OF LINOTRONS

Mr. HARRISON. No, we contracted for the development of these two machines. Our contract amounted to about $2,300,000 for the hardware and the software. This includes the programing which we find is more expensive than the hardware in many instances.

Senator MONTOYA. Is that for each or for both?

Mr. HARRISON. That was for the development of the two machines.

Senator MONTOYA. Would the third one cost less?

Mr. HARRISON. Yes, much less.

Senator MONTOYA. Do you intend to add some more during the course of this next fiscal year?

Mr. HARRISON. No, sir. We are watching this very closely. We have only had the second machine a little less than a year. We anticipate that we will pay for these machines in another year, both of them. We recovered $900,000 in savings from the one machine alone.

Senator MONTOYA. How did you do that?

Mr. HARRISON. By this reduction in bulk of publications. The savings was realized through reduced number of pages, plates, make-readies, presswork, binding, and paper. This savings of course is reflected to our customers.

Senator MONTOYA. Where did you get the figure $900,000?

Mr. HARRISON. This is what our computers tell us is the value of the work saved during the first year through the use of this one machine.

Senator MONTOYA. Isn't that a self-serving declaration on the part of the computer?

Mr. HARRISON. No, it is by a different computer. We have one computer checking on another. [Laughter.]

Senator MONTOYA. So actually, this is really paying off?

Mr. HARRISON. Yes, sir, tremendously.

WORK DONE BY COMMERCIAL PLANTS

Senator MONTOYA. How much of your work is being done by commercial plants at the present time?

Mr. HARRISON. At the present time, our percentage is 57.3 percent. That is a total through May 1969 of $93,216,000, a 6.4-percent increase over the amount purchased the previous year.

Senator MONTOYA. You say 57 percent?

Mr. HARRISON. 57.3 percent, yes, sir.

Senator MONTOYA. Why is all of this work being done by commercial plants?

Mr. HARRISON. This is a program which I have sponsored for a long time, that the commercial industries deserves as much of the printing as they can handle.

Senator MONTOYA. Are they able to compete with your costs?

Mr. HARRISON. Yes, on specialty work. We don't equip our plant to do specialty work, such as multicolored work. All that is automatically purchased unless there is an emergency. We buy all marginally punched forms. This runs into millions of dollars. We don't have equipment to produce those forms.

Tabulating cards are bought from commercial printers. Many other government jobs lend themselves to procurement from the commercial printer and we purchase them.

When I took office in 1961, we were buying 40 percent of the printing. We are now buying over 57 percent.

Of course, we are limited in our own plant to what we can do in-house. We have to designate a great deal of our equipment for congressional work.

Senator MONTOYA. Do you do it on bid?

Mr. HARRISON. This is all bought on bid, yes, sir.

Senator MONTOYA. Are you the contracting agency for printing for other agencies?

Mr. HARRISON. Yes, sir.

SURCHARGE ON COMMERCIAL WORK

Senator MONTOYA. Do you charge for this service?

Mr. HARRISON. Yes, sir, we do. We would have to because we have no appropriations to cover the costs. So, we have to add a service charge for this service.

Senator MONTOYA. Do you make any money on that service charge?

Mr. HARRISON. We probably do a little better than break even on it. We don't attempt to make a lot of money on it.

Senator MONTOYA. You just want a safe margin.

Mr. HARRISON. That is right, sir.

Senator MONTOYA. Just give me briefly the kind of printing that you give out to these private, commercial firms.

TYPES OF WORK PROCURED COMMERCIALLY

Mr. HARRISON. This would run the gamut of just about every kind of printing except congressional printing. We do all of that in-house because of the time requirements. We also have to do a great deal of other printing in-house for the executive branch and the judicial branch of our government where there is not sufficient time allowed to purchase from commercial printers.

In other words, if an agency gives us an order and we have a 30-day deadline, generally we can buy this within that period of time. We even supply a great deal of the paper to commercial printers so that won't be a delaying factor.

So, the commercial printer does a full line of different types of printing.

Senator MONTOYA. When you furnish the paper to the commercial printer, do you effectuate a reduction in price?

Mr. HARRISON. Yes, he has to pay us for the paper if he included it in his bid.

Senator MONTOYA. I understand that. But usually when he bids in, he figures the cost of the paper and I think it is reasonable to assume that the Government, because it buys in larger quantities, does get the paper at a cheaper price.

Mr. HARRISON. We like to think that.

Senator MONTOYA. Do you?

Mr. HARRISON. We think so, to some degree. Paper is very competitive. We buy paper on a quarterly basis. We open bids each quarter for paper for the next quarter. We adjust our prices after the bids are all in and awards are made. Then our prices are adjusted to cover the paper for that quarter.

This is what the printer would pay us if he asks us to furnish him paper.

Senator MONTOYA. Can you give us the dollar volume of printing by commercial plants, say, for the last 5 years as well as the percentage volume of total printing?

Mr. HARRISON. Yes, sir; I can give you that.

Senator MONTOYA. Insert it or give it to me now and then insert it.

Mr. HARRISON. We go back 5 years and start at 1964, the value of commercial printing was $54,300,000, 45.7 percent; in 1965, it was $54,400,000, 45.6 percent; 1966, $79,200,000—these are rough figures, Mr. Chairman—at 51.3 percent; 1967, $97,409,000, 55.1 percent; 1968, $97,399,000, 55.9 percent.

(The information follows:)

CENTRAL OFFICE AND COMMERCIAL PROCUREMENT OF PRINTING AND BINDING

Fiscal year	Central office work including paper used in printing and binding	Commercially procured printing and binding including paper furnished contractors	Percent of commercially procured printing and binding	Blank paper, miscellaneous supplies and services, field service, department service office, and other income	Total income
1964	$64,519,823	$54,355,008	45.7	$17,183,407	$136,058,238
1965	64,919,721	54,407,566	45.6	18,145,934	137,473,221
1966	75,189,741	79,193,017	51.3	21,495,891	175,878,649
1967	79,237,160	97,409,932	55.1	23,328,742	199,975,834
1968	76,855,717	97,399,610	55.9	20,558,540	194,813,867
1969 (10 mos.)	62,355,341	84,626,700	57.6	17,972,633	164,934,674

DEPARTMENTAL PRINTING PROCUREMENT

Senator MONTOYA. When you say 55.9 percent, it means a total of all printing that is ordered through your Government Printing Office by Government agencies.

Mr. HARRISON. Yes, sir.

Senator MONTOYA. Of course, they do a lot of purchasing on their own; don't they?

Mr. HARRISON. We give waivers, yes, to some agencies, but not as many as we have in the past. We try to keep the printing procurement funneled through the Government Printing Office because we feel that we can control it.

Senator MONTOYA. Do they purchase IBM cards through you?

Mr. HARRISON. Prior to this year we have set the contracts and they buy under our contract. Beginning next year, GSA is administering that contract, however, and we are no longer in that picture.

But we have many programs that we advertise for bids and agencies buy direct from our contract.

Senator MONTOYA. How do you determine what types of work will be farmed out? What is the criteria?

Mr. HARRISON. It is a case of buying everything that we can possibly buy. The type of work and the amount of leadtime we have to deliver the product are big factors. But where it was once necessary to retain a certain amount of work in-house in order to balance out our workload to make it an economical operation, no longer do we have to do that.

Now our big problem is to find enough commercial printers to do the work that we have to have done.

As an example, our normal number of jobs on hand to be bought by the Purchasing Division runs around 400 to 500.

Last week I looked at the report that comes to me and there were nearly 900 jobs to be purchased.

Senator MONTOYA. Do you try to give small business a chance at these printing contracts?

Mr. HARRISON. We have about 2,100 printing plants throughout the country that are on our bid list. There are many, many small plants included in this. We don't make a special small business concession, as such. But most of the printers in this country are small printers. There are over 45,000 printing plants throughout the country and I suppose you could count on your two hands the number that would really be considered large printing plants.

Senator MONTOYA. Is there a need for regionalizing your printing?

COMMERCIAL PROCUREMENT OFFICES

Mr. HARRISON. We do that to a degree now. We have small field plants in New York, Chicago, Denver, San Francisco, and Seattle. We have procurement offices in Boston, Philadelphia, St. Louis, and Dallas which do nothing but buy printing for agencies in those regions. We think there is a need, yes, to regionalize even more than we are now.

Senator MONTOYA. It saves in transportation, doesn't it?

Mr. HARRISON. It does and in many contracts which we let for printing they are broken down by regions. The income tax programs for instance, the ones used on the west coast are generally printed on the west coast. We do a great deal of that sort of work. This is why we like to keep the procurement of Government printing in the Office so we can direct it to the regions which will bring about a more economical operation.

BASIS FOR CHARGES TO AGENCIES

Senator MONTOYA. On what basis do you charge other departments for printing and binding work? Just the 1½ percent more or less profit for servicing?

Mr. HARRISON. We try to work it out like that; yes, sir. It is based on our actual costs as reported by our computer operation. This includes everything, it includes the entire cost of printing that particular job.

NEW GOVERNMENT PRINTING OFFICE BUILDING: WITHDRAWAL OF REQUEST

Senator MONTOYA. At this point, I will ask that the letter from the Public Printer dated June 2, withdrawing his request for $2,500,000 for the selection of site and other purposes for the new Printing Office, be placed in the record.

(The letter follows:)

U.S. GOVERNMENT PRINTING OFFICE,
Washington, D.C., June 2, 1969.

Hon. JOSEPH M. MONTOYA,
Chairman, Subcommittee on Legislative Branch Appropriations, Room 1237, New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: In view of the fact that no site for a new Government Printing Office Building has been approved as of this date, I wish to withdraw my request for $2,500,000 for Selection of Site and General Plans and Designs for Buildings contained in my budget request for fiscal year 1970.

This request to withdraw this item would in no way be construed as implying that the Government Printing Office's need to relocate is any less acute,

but I feel that the present uncertainties concerning this proposal must be resolved before your Committee can act.

Sincerely yours,

JAMES L. HARRISON,
Public Printer.

NEED FOR NEW BUILDING

Senator MONTOYA. I believe you have explained why you withdrew this request. Will you go into this a little more thoroughly because I want to ask you about the urgency for getting a new location.

Mr. HARRISON. Mr. Chairman, when I first took office, there was a proposal before the Congress to build an annex to building 3, which is the newest of our production buildings on H Street.

Congress voted sufficient money to build four floors and later it was revised to bring it to eight floors like the rest of the production buildings. There is a desperate need for more warehouse space and more production space. This was true then.

But when we got into this with the Planning Commission and the Fine Arts Commission, there were so many complications about the type of structure we could add to building No. 3 that it seemed to me we needed to restudy the whole problem. We receive our paper, half of it, across North Capitol Street from the production plant, on the third floor of a three-story and basement building which we refer to as building 4, our warehouse.

The other half of the paper is unloaded in Franconia, Va., 17 miles down in the country and it is transported into the main plant. The paper that we receive in the building No. 4 warehouse is unloaded and dropped three floors, offloaded, if there is space. When it is needed in the plant it is dropped to the subbasement and hauled through a tunnel which comes under North Capitol Street into the subbasement in building 3 where it is lifted as high as six floors to get to some of our presses.

This is a yoyo-type system of handling materials which is terribly expensive. We brought into the picture an engineering concern, the Charles T. Main Co. from Boston, which is recognized as the outstanding graphic arts engineering concern in the country, to study this problem before we went ahead with this expenditure of funds to add to our already costly system of handling materials.

They told us after a study that we did not and could not have an economical operation under those conditions.

Their opinion was that what we needed was a plant where we could find enough acres to put our warehouse, our pressrooms and our binding and delivery facilities on the ground floor.

This would do many things. It would eliminate a floor load hazard which all industrial plants have to be careful of. The estimate of savings at that time indicated that the building of a new building could be paid for in about 11 years.

This to me is good business.

The delay which has been caused by certain private elements has done only one thing. It has increased the costs to the taxpayer of eventually building a new Printing Office because it is going to have to come. Building 1 is 66 years old. It was built before steel was being used in constructing industrial plants. It is built with a series of

arches. The floor load limitation is dangerous for heavy equipment, particularly the type of equipment the printing equipment industry is coming up with today.

The Public Documents Division occupies a great deal of this space in building 1, which is adaptable to that operation.

INCREASE IN CONSTRUCTION COSTS

The cost of constructing this building now, if we would start today, has probably increased by $25 million because of this delay.

Senator MONTOYA. This figure has been thrown around here on construction costs that every year construction costs have been going up at the rate of at least 6 percent.

Mr. HARRISON. In the last couple of years they tell us about 12 percent.

Senator MONTOYA. A year?

Mr. HARRISON. Because of wages and because of materials, particularly the cost of wood, of lumber, which has gone out of sight.

The savings, of course, as our volume has gone up, would also have increased so that, this relocation could still be paid for in my conservative opinion in 10 to 11 years by the money it would save in allowing us to handle our materials on one level rather than on seven levels.

Senator MONTOYA. Are you intending to locate your new building close to a rail site?

Mr. HARRISON. It must be. This is one of the requirements of the building and not more than 30 minutes from the Capitol.

Senator MONTOYA. Why do you have to unload at Franconia?

Mr. HARRISON. We have no place to store the paper here. We do have warehouse space in Franconia to store it.

ELECTRICAL AND AIR-CONDITIONING NEEDS

Senator MONTOYA. You are requesting $6,500,000 to improve the electrical and air-conditioning systems in the present building which will extend over a period of several years, you have a statement on this subject you may submit it for the record and then make a brief explanation.

(The statement follows:)

Mr. Chairman, and gentlemen of the Committee: The next item I would like to discuss with you is our request for $6.5 million for improving electrical and air-conditioning systems in the Government Printing Office.

As you know, the printing volume handled by the Office over the past several years has been moving steadily upward. Only by utilizing the most efficient methods and machinery available in our cramped quarters can we hope to keep pace with the Government's printing requirements. Every step toward improving our production efficiency, however, calls for additional power from our system and we have now reached a virtual ceiling in our electrical power sources.

Coupled with this problem is the crucial need for improving the air-conditioning system. The original open chilled-water system installed in Building 3 is 29 years old—far beyond its life expectancy. The newer closed-water system, installed in 1959, is proving inadequate in the face of increased utilization of space which formerly did not require conditioned air.

It is estimated that $6.5 million, included in our fiscal year 1970 budget request, will be required to bring our air-conditioning and electrical systems up to an acceptable level.

The estimate is based on a study completed by Henry Adams, Inc., Consulting Engineers, which substantiates the findings of our Engineering Division.

First priority must be given to increasing the capacity of our four existing electrical substations. Two of these substations are fully loaded and emergency temporary feeders have been installed from the other substations in order to service newly acquired equipment. It is important that work begin on this project as soon as possible.

Alterations and additions to our air-conditioning system, as proposed by Henry Adams, Inc., Consulting Engineers, in their July 1968 report, could be accomplished in two phases after adequate eletcrical power is made available. Consulting engineering services would be required to prepare plans and specifications for both of these projects. A minimum of one million dollars for fiscal year 1970 is required in order to upgrade the electrical service and prepare adequate plans for the air-conditioning system.

The first construction phase of the air-conditioning project would consist of a central chilled-water refrigeration plant to replace our 30-year-old equipment. The conditioning of some production areas, which are not now adequately conditioned, would also be included in this phase. I estimate the funding requirement for this phase to be two million dollars for fiscal year 1971.

The second construction phase would be the completion of air-conditioning the remainder of the Government Printing Office. The total estimated funding requirement for this phase in fiscal year 1972 is three and one-half million dollars.

I will be happy to answer any questions you may have on this request.

APPROVAL AND INSTALLATION

Senator MONTOYA. Is this large expenditure prudent in view of the fact that you would expect one day to move into another building?

Mr. HARRISON. Senator, I have put this off as long as I think I can without dangerously affecting the operation of the Printing Office. I had hoped that we wouldn't have to do this. I had hoped that if we could see our way clear, 4 years ago, to have been in this building this year or next year, we could get by without this. But if we received approval this year for this building, it would be 5 years before we get in.

In our present location we just can't delay keeping up our power needs any longer.

The bulk of this material and equipment, which this money would buy, could be utilized in a new building. So, it would not be a total loss.

We are now to the point where I suspect if everybody at the Printing Office turned all of their presses and adding machines on at the same time, it would cause the Office to lose all of its electric current. Our power is that close to the exhaustion point.

So, as I told the House committee in my statement, this money would be needed over a 3-year period. We could drop this program if the Joint Committee approved a relocation site and we had the green light to go ahead. The planning we have done on a new building is not wasted. We would need probably 8 to 10 months more for the site planning and then we could break ground and start building. So, perhaps we could be in a building in 4½ years. Getting back to our problem in the present building, we are asking for money for the first year to plan mostly for this electrical and air-conditioning buildup.

If, by some unusual circumstance, our opposition could fold and the Congress could authorize us to start on a new building next year, we wouldn't need the balance of this money. We could then devote our prime efforts to constructing a building that would be adaptable to our operation.

Senator MONTOYA. How did you arrive at the figure of $6,500,000?

Mr. HARRISON. This was done by an engineering concern that we

employed under the authority of the Joint Committee on Printing to make a study of our power and air-conditioning problems. This is the figure that they came up with that we would need to complete this over the 3-year period.

Office of the Superintendent of Documents

SALARIES AND EXPENSES

Senator Montoya. We will next consider the appropriations requested for the operation of the Office of the Superintendent of Documents, salaries and expenses.

I will ask that pages SD 4 to 14 of the justification be placed in the record at this point.

(The justification follows:)

STATEMENT SUPPORTING 1970 ESTIMATE FOR SALARIES AND EXPENSES, OFFICE OF THE SUPERINTENDENT OF DOCUMENTS

The Office of the Superintendent of Documents operates under a separate appropriation which provides funds for the performance of the four functions with which the Office is charged by law. They are (1) the sale of Government publications produced by the Government Printing Office; (2) the compilation of catalogs and indexes of Government publications; (3) the distribution of Government publications to designated depository libraries; and (4) the mailing for Members of Congress and other Government agencies of certain Government publications, as authorized by them.

All of the functions required of the Office are of a service nature and there is no control over the volume of work that it is called on to perform. All of the work programs show substantial increases for the first 8 months of the current year over a comparable period last year. There is every indication that we must plan for this trend to continue in fiscal 1970 and beyond.

The estimated appropriation needed to perform in fiscal 1970, the services required of the Office of the Superintendent of Documents is $10,052,000, which is an increase of $1,824,000 over the total of the 1969 appropriation and the pending $228,000 pay raise supplemental.

The only function that produces revenue is the sale of Government publications, which has grown by 683 percent since 1946. During the same period, increases of permanent personnel have amounted to 29 percent, operating within the same amount of space in the same complex of GPO buildings. Sales for the current year, to date, are 12 percent ahead of the comparable figure for last year. That part of the income realized from the sale of publications last year for return to the U.S. Treasury, was $6,627,702. For Fiscal Year 1969 we had originally projected that this would reach $8,300,000. Based on revised estimates, we now expect that it will reach $9,200,000. Of the total 1969 appropriation for the Office of the Superintendent of Documents which amounted to $8 million and a supplemental of $228,000, now pending, the portion used to defray the costs of the publications sales function is expected to be $4,690,000. The remainder of the appropriation covers the cost of the other three functions of the Office which produce no revenue; (1) compilation of catalogs and indexes; (2) distribution to depository libraries; and (3) official mailings for other Government agencies and Members of Congress. I must bring to the attention of this committee the alarming increase in the volume and severity of the inquiries that we are receiving about the length of time it requires for our Office to supply publications ordered by the public. This is a trend which is also becoming more apparent in letters received by Members of Congress and congressional committees, which are being brought to our attention. Normally, every day we have from 250,000 to 300,000 orders in process of being filled and incoming mail averaging from 40,000 to 60,000 letters a day. Many of the protests are justified, because those who have paid for publications cannot receive the same service that we have provided in past years and which it would be reasonable for them to expect now and in the future. While between 35 and 40 percent of the orders that we

receive can now be handled within 10 days, it is requiring from 4 to 8 weeks to complete some of the remainder.

Delay in receipt of publications ordered can result in serious disadvantage to purchasers who must comply with those regulatory-type materials for which a penalty may be prescribed for noncompliance. Students and faculty members who order, either directly or through college bookstores, publications for material to be used as textbooks, also face a problem where delay in filling orders can mean that the publications needed may not be received until the prescribed course is completed, or largely so.

We are receiving letters and telephone calls from representatives of congressional committees and the offices of an increasing number of Members of Congress, urging that any measures possible be taken to reduce the interval between the time an order is placed and when the publications are received by the purchaser. Present limitations in the amount and suitability of the working and storage space available to us will continue to result in both a higher cost and greater time interval in the completion of orders for publications than would be the case if the problem were finally solved. Until that is possible, the only known way to effect any improvement of the present conditions is to add to our existing work forces up to the limit of the working space available for them. We have, accordingly, included in the appropriation estimates for 1970 an increase of $1,373,060 for personnel which would cover the cost of within-grade salary increases and retirement, health, and insurance contributions, and which would also permit us to hire employees to fill 112 full-time and the part-time equivalent of another 101 full-time additional positions in the Office of the Superintendent of Documents. This increase in our resources would provide for the addition of a sufficient number of part-time employees to the existing force, to extend the present schedule of extra work from 4 to 6 nights each week. The estimate would permit the establishment of two critically needed new positions, a night Superintendent of Documents and an assistant to the night Superintendent, who would be in direct charge of the expanded part-time nightwork programs, as well as those performed by our present intermediate group. It would also permit additional employees for our retail and branch bookstores, which are struggling to meet the pressures of a steadily increasing number of purchasers of Government publications.

The existing branch bookstores for the sale of Government publications in Chicago, Ill., Kansas City, Mo., and San Francisco, Calif., are proving highly successful and are all financially self-sustaining. Because of the continuing interest evidenced by Members of Congress and others in having similar branch bookstores established in other major cities, we have included in our 1970 estimate the amount of $85,211, to cover the initial costs of fixtures and equipment, as well as the costs of necessary personnel for 1 year, for not to exceed three additional branch bookstores during fiscal 1970.

The major modernization of the handling of our largest mailing list of 875,000 names, which began approximately 2 years ago, has been successfully completed. The list in question has been converted from Speedaumat address plates to magnetic tape. We are now embarking on an estimated 5-year program for the total conversion of the 867 mailing lists that the Office of the Superintendent of Documents must maintain and service for other Government departments and agencies, as well as Members of Congress. These lists comprise more than 540,000 names and addresses.

To continue this modernization program in fiscal 1970, we are requesting an additional $200,000, one-half of which would be devoted to maintaining lists already converted to magnetic tape. The remaining one-half would make possible systems studies, programing, and the further conversion of mailing lists which

consist of the names of paid subscribers to Government periodicals and other subscription services.

The estimated increase of $153,740 for printing and reproduction includes, in addition to the printing required for the expanding depository library program, $21,500, which would make possible the issuance of five new price lists of publications available for sale, and which would also permit the addition of an estimated 125,000 names to the biweekly List of Selected U.S. Government Publications. We have not had the capacity in the past to service a mailing list of the size needed to accommodate all of those who wish to receive this list and who can, undoubtedly, use it to advantage.

The depository library program continues to grow, as authorized by the Depository Library Act of 1962. We expect to distribute to the 976 depository libraries during the current fiscal year approximately 11,361,000 publications. With the expectation that additional designations of depository libraries under the existing law will continue to be made, we have estimated that an additional 40 libraries will be designated in fiscal 1970, and that the total depository distribution by that time will be 13,065,000. Between July 1, 1968, and February 28, 1969, there have been 15 new depository designations, with another 10 in process of final designation, as of that date.

Our 1970 estimates include an increase of $89,820 for printing and paying the postage for the additional publications that it is anticipated will be required during that year for distribution to the 976 existing depositories. An additional $66,320 would cover the cost of printing and paying postage for the publications to be distributed to an estimated 40 additional depositories to be designated during 1970. We have included in that amount the estimate of the postage charge that would be required to bring into the depository distribution program during 1970 the publications of public interest or educational value of at least one additional Government department or agency which are not produced by the Government Printing Office, but which are required to be offered to depository libraries under the provisions of the Depository Library Act of 1962.

We have again included in the estimate of appropriations for 1970 the reserve for contingencies, in the amount of $200,000. This part of our annual budget, included originally at the suggestion of this committee, has been most advantageous in reducing to the minimum the necessity for budgetary amendments due to increased workloads that could not be foreseen at the time that original advance estimates must be submitted. Of the $200,000 contingency fund provided in our 1969 appropriation, we shall have to request the use of $145,000 to defray the increased costs of providing publications for depository libraries.

Despite the discouraging picture of the quality of service we are able to provide to the public, and the rapid growth of all work programs beyond the point where, in many cases, our existing resources can handle them, two improvements authorized by this committee during the past 2 years have resulted in significant advantage. As noted above, the conversion of our largest single mailing list of some 875,000 names from Speedaumat plates to magnetic tape, has resulted in a tremendous improvement in the maintenance and servicing of this list. We are glad to note the almost total absence of complaints by other Government agencies about the accomplishment of their mailings, this happy result having been directly attributable to the special 8-hour intermediate work force that we were authorized to add, a year ago, and which is devoted primarily to that phase of our work.

A revision of the formula used in establishing prices of Government publications offered for sale, was put into effect in September 1968. The new pricing schedule takes into consideration all of the current cost factors involved in their

production, to insure that the service will be provided without financial loss to the Government.

The resources that we are requesting for fiscal 1970 represent our best estimate of what the Office of the Superintendent of Documents will need, under existing conditions, in order to provide the services required of us, and, hopefully, to provide them in a more satisfactory manner than is now possible. We appreciate the help of this committee in our modernization programs and otherwise, and we shall continue to do the best we can to meet the growing demand for the services we offer, as efficiently and as economically as we can.

SD 8

SALARIES AND EXPENSES

OFFICE OF SUPERINTENDENT OF DOCUMENTS

Appropriation estimate for fiscal year 1970		$10,052,000
Appropriation for fiscal year 1969	$8,000,000	
Proposed 1969 pay raise supplemental	228,000	
		8,228,000
Increase for fiscal year 1970		1,824,000

		Estimate, 1969	Estimate, 1970	Increase
11	Personnel compensation	[1] $4,699,708	$6,021,948	$1,322,240
12	Personnel benefits	[1] 287,396	338,216	50,820
21	Travel and transportation of persons	10,000	10,000	
22	Transportation of things	6,300	8,300	2,000
23	Rent, communications, and utilities	351,080	386,980	35,900
24	Printing and reproduction	1,861,416	2,015,156	153,740
25	Other services	234,700	451,000	216,300
26	Supplies and materials	431,800	448,800	17,000
31	Equipment	145,600	171,600	26,000
	Contingency fund	200,000	200,000	
	Total estimate	$8,228,000	$10,052,000	$1,824,000

[1] Includes 1969 pay raise supplemental.

BREAKDOWN OF 1970 BUDGET INCREASES REQUESTED

Personnel compensation:	
Annual within-grades for 1970	$55, 146
Additional personnel to improve service to the public:	
Annual employees, 64 positions	386, 699
Hourly employees, 48 positions	229, 632
Intermittent employees, full-time equivalent, 101 positions	650, 763
Total	1, 267, 094
Total, personnel compensation	1, 322, 240
Personnel benefits: Increase requested for contributions for retirement, health benefits, and life insurance	50, 820
Transportation of things: Additional amount needed to cover transportation of sales publications ordered by Members of Congress and delivery of publications to and from warehouses and local branch bookstores	2, 000
Rent, communications, and utilities:	
Rentals: Amount needed to cover increased cost of rentals of equipment	12, 000
Postage:	
Amount needed to pay postage costs on mailings of depository copies of GPO material to estimated 40 additional libraries in 1970	6, 200
Amount needed to pay postage costs on mailings of depository copies of non-GPO material to estimated 40 additional libraries in 1970	630
Amount needed to pay postage cost on non-GPO material to be received from additional Government agencies, estimated 150,000 copies	2, 250
Amount needed to pay postage costs of increased number of depository copies of GPO material mailed to established libraries	14, 820
Total, rent, communications, and utilities	35, 900
Printing and reproduction:	
Additional amount needed to cover printing costs of depository library copies of GPO material for presently established libraries	75, 000
Additional amount needed to cover printing costs of depository library copies of GPO material for estimated 40 new libraries in fiscal year 1970	57, 240
Additional amount needed to cover printing costs of five new price lists	7, 500
Additional amount needed to cover printing costs of increased distribution of the Selected List of U.S. Government Publications	14, 000
Total, printing and reproduction	153, 740

Other services:	
Amount needed for computer services for the systems studies, design, programing, and conversion to magnetic tape of paid subscription lists and ADP maintenance of the Selected List of U.S. Government Publications, now on magnetic tape	$200,000
Additional amount needed to cover costs of repairing and maintaining equipment, and alterations and additions to workroom areas	16,300
Total, other services	216,300
Supplies and materials: Additional amount needed to cover the increased costs of purchasing office and mailing supplies	17,000
Equipment: Amount requested to equip and furnish three additional bookstores outside of the Washington, D.C. area	26,000
Total of 1970 budget increases requested	1,824,000

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INCREASES REQUESTED DISTRIBUTED TO PROGRAMS

Increases requested for sales, agency, and congressional distribution and cataloging and indexing programs

Salaries:	
Annual within-grades	$55, 146
Additional personnel to improve service to the public—Sales program:	
Annual employees, 55 positions	331, 619
Hourly employees, 48 positions	229, 632
Intermittent employees, full-time equivalent, 101 positions	650, 763
Total for salaries	1, 267, 160
Retirement, health, and insurance contributions	46, 689
Transportation of things	2, 000
Rentals of equipment	12, 000
Price lists and Selected List of U.S. Government Publications	21, 500
Repairs and alterations	16, 300
Computer services	200, 000
Office supplies	2, 000
Mailing supplies	15, 000
Total increases for sales, agency, and congressional distribution and cataloging and indexing programs	1, 582, 649

Increases requested for the depository library program

For established libraries:	
Printing depository copies	$75, 000
Postage, GPO and non-GPO material	14, 820
Total for established libraries	89, 820
For additional libraries (40):	
Postage, GPO material	6, 200
Postage, non-GPO material	630
Printing depository copies	57, 240
Total for additional libraries	64, 070
For new non-GPO material distribution: Postage	2, 250
Total increase for depository library program	156, 140

Increases needed to initiate new activities within the authorized programs of the Superintendent of Documents

Opening 3 branch bookstores in fiscal year 1970:	
Salaries of bookstore personnel	$55, 080
Retirement, health, and insurance contributions	4, 131
Equipment and fixtures for bookstores	26, 000
Total for opening 3 branch bookstores	85, 211
Grand total for all programs	1, 824, 000

SALARIES AND EXPENSES

OFFICE OF SUPERINTENDENT OF DOCUMENTS

Object:		1969 estimate	1970 estimate	Increase
11	Personnel compensation Salaries of full-time, temporary, and part-time employees of the Office of the Superintendent of Documents.	$4,699,708	$6,021,948	$1,322,240
12	Personnel benefits For required contributions to retirement fund, life insurance and employees health benefits.	287,396	338,216	50,820
21	Travel and transportation of persons Travel expenses of the Office of the Superintendent of Documents, including statutory requirements of inspection of condition of depository libraries. Also covers necessary travel for inspection of new machinery and equipment, and to open and operate bookstores outside the Washington, D.C., area.	10,000	10,000	----------
22	Transportation of things Transportation of sales publications ordered by Members of Congress for local delivery and delivery of publications to local branch bookstores.	6,300	8,300	2,000
23	Rents, communications, and utilities Postage required for necessary official correspondence and mailing of publications to depository libraries; also rentals of equipment, and costs of heat, light, and power.	351,080	386,980	35,900
24	Printing and reproduction Printing of copies of publications produced by GPO, for distribution to depository libraries. Also covers printing of catalogs and indexes of Government publications required by law, and price lists, price circulars and the Selected List of U.S. Government Publications.	1,861,416	2,015,156	153,740
25	Other services Covers repairs to office and plant fixtures and equipment; maintenance of electrical trucks; alterations to work areas; cleaning work areas and restrooms; and computer services.	234,700	451,000	216,300
26	Supplies and materials Cost of such supplies and materials as wrapping paper, cardboard, envelopes, shipping bags, mailing tubes, tape, glue, stencils, and general office supplies, including pens, typewriter ribbons, staples, clips, rubberbands, blank forms, etc.	431,800	448,800	17,000
31	Equipment Mailing, addressing, inserting and sealing machines, power lift trucks, pneumatic tube and conveyor systems, bookkeeping machines, typewriters, stencil cutters, tying machines, tape and label dispensers, etc.	145,600	171,600	26,000
	Contingency fund To be used only with permission of the Public Printer when work volume exceeds that which could have been normally anticipated. Cannot be used to employ permanent personnel.	200,000	200,000	----------

SUMMARY OF WORKLOAD

[In thousands]

	1961 actual	1962 actual	1963 actual	1964 actual	1965 actual	1966 actual	1967 actual	1968 actual	1969 estimate	1970 estimate
Number of sales orders	3,133	3,445	3,389	3,836	4,029	3,994	3,915	4,101	4,224	4,351
Letters of inquiry	1,719	1,837	1,573	1,575	1,642	1,596	1,428	1,732	1,784	1,837
Amount of sales	$9,360	$10,902	$11,298	$12,558	$14,389	$14,859	$16,267	$16,954	$18,500	$19,984
Number of publications sold	53,335	54,762	53,077	60,904	64,801	66,703	72,439	69,436	71,515	73,660
Publications distributed for other Government agencies	78,674	86,539	90,981	85,969	96,795	90,133	81,092	80,882	85,000	88,000
Number of publications distributed to depository libraries	5,032	5,312	5,817	5,492	7,581	7,867	11,476	9,879	11,361	13,065
Number of publications cataloged and indexed	53	56	56	56	59	62	60	53	55	56

APPROPRIATIONS AND EARNINGS

[In thousands of dollars]

	1961 actual	1962 actual	1963 actual	1964 actual	1965 actual	1966 actual	1967 actual	1968 actual	1969 estimate	1970 estimate
Appropriations	4,044	4,724	4,760	5,242	5,562	5,829	6,425	7,469	[1] 8,228	10,052
Earnings (miscellaneous receipts to Treasury)	5,085	5,770	5,732	6,703	7,404	7,642	7,079	6,628	8,300	9,200

[1] Includes pay raise supplemental of $228,000.

BUDGET REQUEST

Senator MONTOYA. You are requesting $10,052,000 for fiscal year 1970, which is $1,874,000 over the 1969 appropriation. Of this increase, $1,267,094 is for the employment of additional personnel, namely, 64 annual employees, 48 hourly employees, and 101 intermittent employees.

PREPARED STATEMENT

If you have a prepared statement, Mr. Harrison, perhaps you would prefer to insert it into the record and explain to the committee your reasons for requesting such an increase in personnel.

Mr. HARRISON. Mr. Chairman, Mr. Buckley, our Superintendent of Documents, has historically read his statement and answered questions on documents.

So, if you would not object, I would refer you to Mr. Buckley.

Mr. BUCKLEY. If it is agreeable, Mr. Chairman, I will insert the general statement for the record.

(The statement follows:)

Mr. Chairman and gentlemen of the Committee; in the Statement Supporting the Fiscal Year 1970 Estimate for Salaries and Expenses, Office of the Superintendent of Documents, we have set forth in detail the best estimate that can now be made of the resources that will be needed in Fiscal Year 1970 to provide the services required of our Office. The demand for all of these services continues to grow significantly.

The addition of the extra intermediate work force authorized by this Committee last year has virtually eliminated complaints of other Government agencies about the mailings that we do for them. I am sorry to say, however, that we are in deep trouble in carrying out our publications sales function, because we have not been able to provide the same service to the public that we gave in past years. We have been facing a workload of from 250,000 to 400,000 orders in process of being filled on a normal workday, and incoming mail has averaged from 40,000 to 60,000 letters a day. While approximately 50 percent of the orders that we receive can now be handled within 10 days, it is requiring from 4 to 8 weeks to complete some of the remainder.

The sale of publications increased by 683 percent between 1946 and 1968. During the same period our personnel increased by only 29 percent and we are still utilizing the same amount of space in the same complex of GPO buildings. Sales for Fiscal Year 1969 were 18 percent ahead of those for the previous year.

Demands that we find some way to improve service to the purchasers of Government publications are reaching us in a volume greater than ever noted before. We are advised that correspondence to Members of Congress and Congressional committees reflects a similar trend.

We recognize that much of the problem results from limitations in the amount and suitability of both working and storage space now available. There is no doubt, however, that we are faced with a greater volume of work than can be performed by our present force of employees. Some improvement of the service could be realized if we were able to add employees up to the present limit of the working space we have for them.

We have, accordingly, included in our Fiscal Year 1970 request an additional $1,373,060 for personnel. This increase would permit the hiring of employees to fill 112 full-time, and the part-time equivalent of another 101 full-time additional positions in the Office of the Superintendent of Documents. The additional positions would include critically-needed supervision to assume direct charge of the extra work performed by the part-time night employees, which would be extended from the present 4 nights to 6 nights per week.

Our existing branch bookstores in Chicago, Kansas City and San Francisco continue to be more than financially self-sustaining. Considerable interest is being evidenced by Members of Congress and others in the possible extension of this public service to other cities. We have included in the Fiscal Year 1970 estimates, $85,211 which represents initial costs of fixtures, equipment, and the cost of necessary personnel for one year, for not to exceed three additional branch stores that

would be established during Fiscal Year 1970. We are confident that the amount requested for this purpose could be more than recovered through receipts from the sale of publications by these new branches during the first year of their operation.

The Federal Depository Library System now comprises 993 libraries. The program must continue to grow, as authorized by the Depository Library Act of 1962. Our Fiscal Year 1970 request includes the funds needed to supply the estimated additional number of publications to existing depository libraries during that year, as well as the funds that will be required to establish and service an anticipated 40 additional depositories to be designated during the year.

The 1962 Depository Law requires that we distribute to depository libraries certain Government publications of public interest or educational value, which are not produced by the Government Printing Office, but which are produced in Government departmental and field printing plants. We hope to bring into this part of the depository program in Fiscal Year 1970 at least one additional Government department or agency.

I am glad to report that the conversion to magnetic tape of our largest mailing list of 875,000 names, has been successfully completed. In Fiscal Year 1970 we plan to embark on a 5-year modernization program to convert in a similar manner the 867 other mailing lists that we must maintain and service for other Government agencies and Members of Congress. These comprise 540,000 names. Our Fiscal Year 1970 request includes an additional $200,000 for this program and for systems studies, programing, and the further conversion of lists of paid subscribers to Government periodicals and subscription services.

I hope that this Committee will again approve the inclusion in the Fiscal Year 1970 appropriation of the $200,000 Reserve For Contingencies. We have no control over the amount of work that will be demanded of us and the Contingency Fund has been largely effective in avoiding amended budgets due to increased workloads that could not be foreseen. Of the $200,000 included in our current appropriation, we have had to request the use of $150,000 to defray increased costs of providing publications for depository library distribution.

We are hopeful that, for Fiscal Year 1969, we shall be able to return to the U.S. Treasury from the sale of publications $9,200,000, a significant increase over the $8,300,000 that we had anticipated earlier. If we can do this, it will be with a 1969 appropriation of $8,000,000, plus a pending supplemental approriation of $178,000. I think it is important to note also that the portion of that total appropriation that defrays the cost of the publications sales program is about $4,690,000. The remainder of the appropriation provides for the cost of the non-revenue producing functions with which the Office is charged—depository library distribution, catalogs and indexes of publications, and mailings for other Government agencies and Members of Congress.

We are faced with the greatest demand in our history for the Government publications that it is the function of the Office of the Superintendent of Documents to distribute. We must find a way to provide this public service in an adequate manner. If we can secure the additional resources that this will necessitate, there is every reason to anticipate that the sale of publications will continue to grow and that, as it grows, there will be a corresponding increase in that part of the income from the sale of publications that will be returned to the U.S. Treasury.

I appreciate the help that we have had from this Committee in the past and I assure you that we shall continue to do our best to provide all of our services as efficiently and as economically as we can.

EMPLOYEE INCREASE

Mr. BUCKLEY. I will proceed.

We are requesting authority to employ 64 additional annual employees, 48 hourly employees and the intermittent employees to the full-time equivalent of 101 positions.

We are desperately in need of additional help, Mr. Chairman, in an effort to provide the purchasers of Government publications with the type of service which we were able to give them in past years but which unfortunately we have not been able to give them during the past year.

We think that there are a number of reasons why this service has diminished so regrettably. First of all, the question of space, which Mr. Harrison has touched on. We do not feel that the space that we have is either adequate or ideal for our purpose.

We do not feel, that in view of the tremendous increase in the volume of requests for publications we have been getting, that the number of employees we have is sufficient to handle them. We also know that we must move forward in the area of systems studies to complete or progress further in the automatic data processing applications to other parts of our organization.

But primarily, before we can do anything else, we feel that we must give some relief to the area in which we are in deep trouble, and this is to try to give better service on the orders that we receive. We are getting from 40,000 to 60,000 requests by letter each day. We are getting between 1,500 and 2,000 requests a day by telephone. We are able to complete about 50 percent of those within 10 days to 2 weeks after we get them.

But it is the remaining 50 percent approximately that has caused us problems and regrettably the time that has elapsed on some of those has been from 4 to 8 weeks.

Senator MONTOYA. How many employees do you have doing this type of work now?

Mr. BUCKLEY. 586, Mr. Chairman, is our ceiling at the present time.

Senator MONTOYA. Do you intend to add 101 full-time employees?

Mr. BUCKLEY. We are requesting 112 full-time employees as well as the part-time equivalent of another 101 employees.

Senator MONTOYA. Do you intend to add to this section approximately 40 percent more then?

Mr. BUCKLEY. Actually, the increase is 27.5 percent.

Senator MONTOYA. Of course, your workload has gone up about 100 percent.

Mr. BUCKLEY. 683 percent.

Senator MONTOYA. Since you had the original—how long have you had these 560 employees?

Mr. BUCKLEY. The ceiling has changed over the years, Mr. Chairman, but not drastically. We have had 586 just this year. Since 1946 the sales increase has been about 683 percent with a 29-percent increase in personnel.

Senator MONTOYA. If you would have a prepared table for this point in the record to show the number of employees and the number of requests that these employees have serviced, say, for the last 5 years, to show the increase in workload and not the proportionate increase in personnel, that might tell a better story.

Mr. BUCKLEY. We could do that, Mr. Chairman.

(The information follows:)

Growth statistics—division of public documents—1964–69

Permanent employees, 1964	527
Permanent employees, 1969	586
Percent of increase (Percent)	11.1
Amount of sales, 1964	$12, 557, 855
Amount of sales, 1969	$19, 816, 487
Percent of increase (Percent)	57. 8
Publications sold, 1964	60, 904, 401
Publications sold, 1969	76, 379, 307
Percent of increase (Percent)	25.4
Number of orders received, 1964	3, 835, 616
Number of orders received, 1969	4, 448, 878
Percent of increase (Percent)	16.0
Miscellaneous receipts 1964	$6, 703, 283
Miscellaneous receipts, 1969 (Estimated)	$9, 200, 000
Percent of increase (Percent)	37.2
Number of letters of inquiry received, 1964	1, 575, 367
Number of letters of inquiry received, 1969	2, 424, 968
Percent of increase (Percent)	53.9
Publications received, 1964	203, 082, 457
Publications received, 1969	233, 566, 963
Percent of increase (Percent)	15.0
Publications distributed, 1964	186, 599, 784
Publications distributed, 1969	235, 597, 670
Percent of increase (Percent)	26.3

No additional space has been allocated to the Documents Division since 1946 within the Government Printing Office buildings. We are, however, using leased warehouse space in Washington and Alexandria, Va.

WORKLOAD INCREASE

Mr. BUCKLEY. We have increased from 511 positions in 1963 to 586 at the present time.

Senator MONTOYA. Your workload has gone up to close to 100 percent?

Mr. BUCKLEY. Yes, sir, over a period of 5 years.

Mr. HARRISON. In 5 years it probably would be 300 percent. The biggest increase has come within the last few years.

Senator MONTOYA. How far are you behind in your requests— about 10 percent?

Mr. BUCKLEY. Actually, about 50 percent of them we are in no trouble on, but in the remaining 50 percent the delay will fluctuate from 4 to 8 weeks.

Senator MONTOYA. But you do fill them out?

Mr. BUCKLEY. Yes.

Senator MONTOYA. That means that your employees are doing a better job today than they were then.

Mr. BUCKLEY. They are certainly doing a more difficult job.

DELAY IN FILLING ORDERS

Senator MONTOYA. You made reference to complaints received about the delay in filling orders. This committee has also received complaints. One is that telephoned inquiries concerning previously placed orders or complaints do not receive attention. Another is that incoming mail has remained unopened for several months before handling.

What is your response to this?

Mr. BUCKLEY. I should think, Mr. Chairman, that the charge that nothing would be done about complaints received by telephone would

not be factual. I would say that it may take longer than we would desire. We don't have any unopened mail that has remained unanswered for months.

Even during the peak period of the winter season, it was unusual for any of our mail to remain unopened for longer than 48 hours. Normally, we will have on a given day perhaps 5,000 letters unopened, usually those remaining unopened will be opened within 24 hours.

Senator MONTOYA. Are these complaints confined to the Washington office only?

Mr. BUCKLEY. Yes. The only outside distribution points that the Office of Superintendent of Documents uses are the branch bookstores. The customers at those bookstores are getting special service because we handle the requests that they send us each day on a high-priority basis.

Senator MONTOYA. What have you been doing to try to ease the complaints and to try to expedite the workload better?

Mr. BUCKLEY. We have, of course, employed two groups of extra part-time personnel. They are now working Sunday, Monday, Tuesday and Wednesday nights. We are working overtime virtually every weekend. We have attempted to streamline our procedures in every way possible.

We have added new operating units to try to break down the orders for more ready handling so that the books could be more quickly identified and so that the orders will not have to remain uncompleted any longer than is actually necessary.

BRANCH BOOKSTORES

Senator MONTOYA. You are requesting a total of $85,211 to equip and man three additional branch bookstores. Where are these to be located?

Mr. BUCKLEY. There have been a number of cities mentioned, Senator. If we were given the authorization, certainly Boston has received prominent mention; Los Angeles, Dallas, Atlanta, and then of course in the years ahead, perhaps New York, Seattle, and Denver.

Senator MONTOYA. You are including all the sites represented by members of the Appropriations Committee, almost. But you didn't include Albuquerque.

Mr. BUCKLEY. No, I don't think Albuquerque has been mentioned. We are thinking of several not too far away, the one in Kansas City is doing very well and in both Los Angeles and Dallas are future sites under consideration.

Senator MONTOYA. On page 5 of your justifications, you state that the three bookstores already in operation are all finally self-sustaining. How do these stores work and where are they located?

Mr. BUCKLEY. The three branches are located in Chicago, Kansas City, and in San Francisco.

The Chicago store began operation on March 21, 1967. We followed on April 24 of that same year, in Kansas City and the newest bookstore in San Francisco was opened on January 22 of this year.

We utilize space in Federal buildings. Our office is responsible for the shelving and the fixtures for staffing the store and for providing for the necessary publications.

We have managed to show a profit in all three stores since the dates that I mentioned to you on which they were opened. There has been a net profit of $101,238 in Chicago, $18,673 in Kansas City, and $31,536 at our San Francisco store.

Senator MONTOYA. You are doing very well.

Mr. BUCKLEY. They have all been even more successful than we could have visualized.

Senator MONTOYA. Are you considering the rent?

Mr. BUCKLEY. We are not charged any rent.

Senator MONTOYA. So, you are not considering that as part of your expense in figuring out the net profit?

Mr. BUCKLEY. No.

Senator MONTOYA. No utilities?

Mr. BUCKLEY. No.

Senator MONTOYA. No personnel?

Mr. BUCKLEY. Personnel, yes; as well as the cost of producing the publications and the fixtures and equipment in the stores are expenses.

Senator MONTOYA. Do you have with you or will you supply for the record a breakdown of the receipts and costs attributable to each of these stores?

Mr. BUCKLEY. Yes, sir.

(The information follows:)

ACTUAL SALES ACTIVITY AND OPENING AND OPERATING COSTS OF GPO BRANCH BOOKSTORES FROM INCEPTION THROUGH MAY 31, 1969

	Chicago (opened Mar. 21, 1967)	Kansas City (opened Apr. 24, 1967)	San Francisco (opened Jan. 22, 1969)	Total
Sales activity	$268,424	$100,753	$78,471	$447,648
Costs of sales (GPO revolving fund)	123,475	46,346	36,097	205,918
Gross profit (miscellaneous receipts)	144,949	54,407	42,374	241,730
Costs from appropriated fund	43,711	35,734	10,838	90,283
Net profit	101,238	18,673	31,536	151,447
Statistical data:				
Number of customers	77,705	34,687	24,029	
Daily average	$483	$186	$862	
Days open	556	543	91	

STOCK OF BOOKSTORES

Senator MONTOYA. How extensive are the stocks of these stores? What type of publications do you have?

Mr. BUCKLEY. A general selection, Mr. Chairman. The number would depend on the amount of space that we have for them.

Space for them that is. The larger the space, of course, the more publications we can provide. Roughly, in the branch stores we are able to display and keep on hand from 600 to 1,000 different publications. Actually, we have in Chicago about 900, in Kansas City, about 1,000, and in San Francisco about 1,000 different titles, not a large percentage, of course, in relation to some 25,000 different titles that we estimate are currently available, but the selection would be fluctuating and would be those in which there would be displayed the most interest at the time.

Senator MONTOYA. Of course, they could take orders there and mail them to Washington.

Mr. BUCKLEY. That is true.

Senator MONTOYA. Do you have any promotional work going on in these areas to tell people that the stores are available, or do you just resort to news releases?

Mr. BUCKLEY. We have been very fortunate in having excellent news coverage in all three areas.

We had a limited amount of promotional work, particularly in San Francisco, before we opened. But we depended largely on the cooperation of the news media. I think this is perhaps a big reason for the unusual success of the San Francisco store.

Mr. HARRISON. Mr. Chairman, the Federal Executive Boards in these cities are behind us greatly. They do a tremendous amout of that type of work, the publicity material.

Senator MONTOYA. The other agency?

Mr. HARRISON. Yes.

Mr. DARLING. Also the chambers of commerce have been cooperative in the three cities.

Senator MONTOYA. Have you ever thought of trying to use the public libraries to handle some of these documents on consignment?

Mr. BUCKLEY. Yes, Senator; we have and we have met with limited success in certain areas. In Essex County, N.J., we have a number of libraries and out on Long Island we have other libraries which are actually handling the sale of certain publications.

It is not, however, the type of function that the public library usually performs. One big reason for the limited adoption of the practice is that the public seems accustomed to coming to the library for free service and the idea of paying for it has not been too well received. Where the peculiar circumstances however have permitted the sales to be accomplished and to a very limited extent the program seems to be doing very well.

Senator MONTOYA. Have you had some pilot projects?

Mr. BUCKLEY. Yes, sir, we have in these two areas in particular and also in Brooklyn, where the Brooklyn Public Library has had a similar program.

Senator MONTOYA. Is it your feeling that it is not working?

Mr. BUCKLEY. I think it is working but I don't think it would ever become an extensive thing.

INCOME FROM SALES AT BOOKSTORES

Senator MONTOYA. What is the total income received from the sales of all publications in the fiscal year 1968 and also, for fiscal year 1969, if you have those figures?

Mr. BUCKLEY. $16,954,000 in 1968; and as of May it would be $18,165,000 for the first 11 months of the past fiscal year.

Senator MONTOYA. So, you exceeded by a large margin the previous year.

Mr. BUCKLEY. Yes, sir.

Senator MONTOYA. Have you broken down the cost of operating your division against the total sales to see whether or not you have come out with a profit?

Mr. BUCKLEY. Yes, sir. Out of the appropriation that we had for fiscal year 1969, $4,690,000 approximately would have been devoted to the sales program.

The return that we expect to make to the Treasury for that year will be in excess of $9 million, approximately $9.2 million for 1969.

Senator MONTOYA. Referring to your justifications, page 5, you mentioned the conversion of a large number of mailing lists to magnetic tape. Please provide a brief explanation of the remaining 867 mailing lists which you must maintain for other agencies of Government and Members of Congress. What types of lists are these?

MAILING LISTS

Mr. BUCKLEY. The ones for Members of Congress are very few. We maintain the mailing list for the official copies of the Congressional Record, the copies of the Official Gazette of the Patent Office and the copies of the Monthly Catalog of U.S. Government Publications that Members of Congress may receive themselves or order sent to their constituents.

The mailing lists that we maintain for other agencies would be for any publications that are distributed by those agencies for which as an economy measure they would have the lists maintained by us. The copies are delivered to the Superintendent of Documents at the time of printing for us to mail on those mailing lists. It covers any general distribution under the authorization of the departments and agencies.

Senator MONTOYA. Why are you responsible for these mailings for other Government agencies? Do you bill the agencies for the costs involved?

Mr. BUCKLEY. The old section 95 of the United States Code provided that no money should be appropriated for this kind of distribution to the departments but mailings of that type should be done under the direction of the Public Printer.

Senator MONTOYA. You charge the cost against your revenues and appropriations?

Mr. BUCKLEY. Yes, sir.

Senator MONTOYA. Just what exactly is the $200,000 additional you are requesting in this appropriation to be used for?

Mr. BUCKLEY. We should like very much to proceed further than we have been able to do with the idea of applying the principles of automatic data processing to the handling of our subscription lists.

In addition to the lists we have mentioned, we also have 358 mailing lists with a total of more than 1,500,000 names. These persons are subscribers to Government periodicals and subscription services. We feel that our handling of these on address plates and addressing machines rather outmoded.

I don't believe it is being done by any other comparable handler of mailing lists of this magnitude. We feel, however, that we do need some studies before we make any drastic change to show the direction in which we should go.

PROPOSED STUDIES

Senator MONTOYA. Is this $200,000 to be used for conducting those studies?

Mr. BUCKLEY. A portion of it, about $60,000.

Senator MONTOYA. Give us a breakdown on what you are going to use it for.

Mr. BUCKLEY. Of the $200,000, Mr. Chairman, the systems studies and design and programing for paid subscriptions and conversion of 400,000 records, we would require an estimated $60,800 of this sum.

The maintenance of our notification lists for notification of newly issued publications to those who have asked to be notified as new publications in specific series are announced, $4,000; the maintenance of our biweekly Selected List of Government Publications, $112,500; for the maintenance of Post Office Department lists estimated at 75,000—we are going to use $7,200—and the maintenance of receipts and destroyed cards for inventory and annual sales reports by departments of the Government, $15,500.

Senator MONTOYA. Haven't you been incurring this cost previously?

Mr. BUCKLEY. We have not yet incurred anything under the systems studies. We have not incurred the costs of extending the distribution of the Selected List because that list just has been converted to magnetic tape.

Senator MONTOYA. Will you insert in the record the expenditure for these different categories in the last fiscal year and what is anticipated for this current fiscal year under this appropriation?

Mr. BUCKLEY. Yes, sir.

Senator MONTOYA. Show the increment as delineated there in what you have just read.

Mr. BUCKLEY. Yes, sir.

(The information follows:)

OFFICE OF SUPERINTENDENT OF DOCUMENTS—COMPUTER SERVICES

	Expenditures, fiscal year 1968 appropriation	Expenditures, fiscal year 1969 appropriation	Estimated expenditures, fiscal year 1970 appropriation
Converting Selected List (875,000) and post office lists (75,000) by commercial contractor	$97,653		
Updating and maintaining Selected List and post office lists by Data Processing Branch, GPO		$42,000	$119,700
Systems studies; design and programing for all paid subscriptions and conversion of 400,000 records, by Data Processing Branch, GPO			60,800
Maintenance of notification lists, estimated 115,700, by Data Processing Branch, GPO			4,000
Maintenance of receipts and destroyed cards for inventory and annual sales reports by departments, by Data Processing Branch, GPO			15,500
Totals	97,653	42,000	200,000

UTILIZATION OF PRICELIST

Senator MONTOYA. Under printing and reproduction, you are requesting an additional $153,740.

Explain for the committee how the five new pricelists and the Selected List of U.S. Government Publications for which you are requesting a total of $21,500 are utilized.

Mr. BUCKLEY. We attempt to revise each of our 47 existing subject pricelists about once a year. We have not always been able to maintain that schedule. We have suffered a bit because some of the pricelists have been outdated.

The $7,500 would enable us to revise on schedule more of these pricelists than we have been able to do in the past and to provide separate

listings of Government publications on such subjects as space, crime, science, and business. The Selected List of Government Publications comes out every 2 weeks. We had to do what we could to limit the extent of its distribution until last year, when we were able to convert this entire list from manual handling to automatic data processing. It is now at approximately 1 million names and addresses. It could go much higher. We think it should go much higher because of the fact that there are more and more people requesting this type of service.

We should like to be able to handle more names on that list. This is why we are asking for the $14,000 additional.

Senator MONTOYA. What is the difference between the two types of lists?

Mr. BUCKLEY. The Selected List comes out every 2 weeks and is devoted primarily to newly issued publications placed on sale. The price-lists are revised approximately once a year and cover a general subject such as American History, Indians, Foods, or Geology. One is a subject list, the other is a list covering newly issued material regardless of subject for the 2-week period.

Senator MONTOYA. You keep them current on a yearly and periodic basis depending on what list it is.

Mr. BUCKLEY. That is right.

Senator MONTOYA. But at least on a yearly basis.

Mr. BUCKLEY. On a yearly basis we try to update our subject lists so they will be as nearly current as possible.

Senator MONTOYA. Do you charge these people for this list?

Mr. BUCKLEY. No, sir, they are free on request.

Senator MONTOYA. Do you furnish these lists to libraries throughout the country?

Mr. BUCKLEY. Gladly, sir, and we attempt to encourage their use of them. That use is increasing.

Senator MONTOYA. We come now to the depository library program. I was asking about it awhile ago. But you now have, according to your justifications, 974 such libraries. You estimate an additional 40 will be designated during fiscal year 1970.

Mr. BUCKLEY. Since that statement was prepared, Senator, we have gone up to 993 as of today. Under the authority of the current legislation, it can go to an ultimate total of approximately 1,340. We have had an increase every year since the law was passed in 1962 of from 39 to 115 a year.

During the year that has just ended, we had 33 new libraries designated during the year with seven pending completion at the end of the year.

So, we had exactly 40 designated and pending depositories during fiscal year 1969.

Senator MONTOYA. Please outline briefly the intent of the Depository Library Act of 1962 and under what criteria or procedures are depository libraries designated and the cost of the total program for last year.

Mr. BUCKLEY. Mr. Chairman, the depository program which was updated in 1962 has as its general purpose the maintenance by designated libraries throughout the United States of collections of Government publications that would be needed and could be used by

students and researchers or by anyone who might need to consult publications.

The publications can only be kept available for distribution for a limited period, but after that period has passed, there are still thousands of these publications, the material in which remains good forever. The 1962 law provided that the basis of designation should be by Representatives for libraries located in the congressional districts of which there could be not more than two for each district. Not more than two senatorial designations are provided for the State at large by the Senator of each class.

In other words, four senatorial designations are provided for each State and two for each congressional district.

In addition to those, the libraries of land-grant colleges, the State libraries, and the libraries of certain Federal Government installations are also depositories.

The total cost of the program during fiscal year 1969, is estimated at $2,045,000.

Senator MONTOYA. What is involved in computing this cost, the cost of the publications and transportation?

Mr. BUCKLEY. Yes, the cost of printing the publications, the cost of the postage for their delivery to the depositories, salaries, benefits, travel, and all expenses involved in the operation of the depository library program.

Senator MONTOYA. What kind of publications do these depositories receive?

PUBLICATIONS FOR DEPOSITORIES

Mr. BUCKLEY. They are permitted to select in advance from broad categories of Government documents those that they feel their particular library would need. So, from roughly 2,000 different series or categories, each library must make its selection. The selection serves automatically to have delivered to the library subsequently any publication issued in that series.

Senator MONTOYA. Under this arrangement, does the library receive more than one copy of the publication?

Mr. BUCKLEY. No, sir; it is limited by law to one copy.

Senator MONTOYA. Of each publication selected.

Mr. BUCKLEY. That is right.

Senator MONTOYA. So, there could be no resale?

Mr. BUCKLEY. No, sir.

Senator MONTOYA. Do you recall whether you have any in New Mexico?

Mr. BUCKLEY. Yes, sir. We have a very important provision of the law which provides that not more than two of these depositories in each State may be designated as regional depositories. They not only maintain every publication permanently, but also are charged by law with giving reference service and making interlibrary loans to the other depositories within the State.

The reason I mention that is because in New Mexico, we have two regional libraries. In Santa Fe, the New Mexico State Library and at Albuquerque, the University of New Mexico, both serving as regional libraries for the State.

We also have New Mexico Highlands University at Las Vegas, at Las Cruces, New Mexico State University Library and the Eastern New Mexico University Library at Portales.

Then the new one I mentioned, Senator, is at Hobbs, designated in April of this year.

So, New Mexico does have quite a few and very happily two of the regional depositories.

Senator MONTOYA. I don't recall that I made any recommendation on these. Of course, I am glad that they are designated. But what I am trying to ascertain is will you find out if we are eligible to come in within the quota system that is set out in law to designate some more?

Mr. BUCKLEY. Yes, I can find out. There are probably several vacancies for which additional libraries could be designated. We will let you know on that.

Senator MONTOYA. I think this is a very valuable service.

(The information follows:)

There are three existing depository library vacancies in the State of New Mexico. One of them is a Senatorial designation available to the Senator of the First Class, while one Representative vacancy exists in each of the First and Second Congressional Districts.

PRINTING AND POSTAGE COSTS

Senator MONTOYA. You are requesting an additional $66,320 to pay printing and postage costs for the distribution to the 50 new depositories. Are these publications prior to your service or are these publications available at the time of designation and subsequent thereto?

Mr. BUCKLEY. It would be the latter, publications that are distributed, after they are designated.

Senator MONTOYA. What types of publications are distributed? Do they select them?

Mr. BUCKLEY. The libraries select them. They would be generally publications regarded as of public informational or educational value.

Senator MONTOYA. What additional Government agency publications do you contemplate adding to the program?

Mr. BUCKLEY. We are thinking of the Treasury Department and the Library of Congress as possibly the next two agencies that would be added to this program. This is not a large distribution. But it is something the libraries are quite interested in.

Senator MONTOYA. Maybe it would be best for you to submit the list of these depositories and their locations for the record.

Mr. BUCKLEY. Yes, sir.

(The list follows:)

LIST OF DEPOSITORY LIBRARIES AS OF JULY 24, 1969

NOTE.—The date which immediately follows the library name is the year in which the library became a depository library. Where our records do not indicate when a library became a depository, the word "unknown" appears.

ALABAMA

Alexander City: Alexander City State Junior College Library (1967).
Auburn: Auburn University, Ralph Brown Draughon Library (1907).
Birmingham: Birmingham Public Library (1895); Birmingham-Southern College, M. Paul Phillips Library (1932); Samford University, Harwell G. Davis Library (1884).
Enterprise: Enterprise State Junior College Library (1967).
Florence: Florence State College, Collier Library (1932).
Gadsden: Gadsden Public Library (1963).

Huntsville: University of Alabama, Huntsville Campus Library (1964).
Jacksonville: Jacksonville State University, Ramona Wood Library (1929).
Maxwell A.F. Base: Air University Library (1963).
Mobile: Mobile Public Library (1963); Spring Hill College, Thomas Byrne Memorial Library (1937); University of South Alabama Library (1968).
Montgomery: Alabama State Department of Archives and History Library (1884); Alabama Supreme Court Library (1884).
Normal: Alabama Agricultural and Mechanical College, Drake Memorial Library (1963).
St. Bernard: St. Bernard College Library (1962).
Troy: Troy State College Library (1963).
Tuskegee Institute: Tuskegee Institute, Hollis Burke Frissell Library (1907).
University: University of Alabama Law Library (1967); University of Alabama Library (1860)—REGIONAL.

ALASKA

Anchorage: Anchorage Community College Library (1961); Anchorage Methodist University Library (1963).
College: University of Alaska Library (1922).
Juneau: Alaska State Library (1964).

ARIZONA

Flagstaff: Northern Arizona University Library (1937).
Phoenix: Department of Library and Archives (unknown)—REGIONAL; Phoenix Public Library (1917).
Prescott: Prescott College Library (1968).
Tempe: Arizona State University, Mathews Library (1944).
Thatcher: Eastern Arizona Junior College Library (1963).
Tucson: University of Arizona Library (1907)—REGIONAL.
Yuma: Yuma City-County Library (1963).

ARKANSAS

Arkadelphia: Ouachita Baptist University, Riley Library (1963).
Batesville: Arkansas College Library (1963).
Clarksville: College of the Ozarks Library (1925).
College Heights: Arkansas Agricultural and Mechanical College Library (1956).
Conway: Hendrix College, O. C. Bailey Library (1903).
Fayetteville: University of Arkansas Library (1907).
Little Rock: Arkansas Supreme Court Library (1962); Little Rock Public Library (1953).
Magnolia: Southern State College, J. M. Peace Library (1956).
Russellville: Arkansas Polytechnic College Library (1925).
Searcy: Harding College, Beaumont Memorial Library (1963).
State College: Arkansas State University, Dean B. Ellis Library (1913).
Walnut Ridge: Southern Baptist College, Felix Goodson Library (1967).

CALIFORNIA

Anaheim: Anaheim Public Library (1963).
Arcata: Humboldt State College Library (1963).
Bakersfield: Kern County Library (1943).
Berkeley: University of California, General Library (1907); University of California, Law Library, Earl Warren Legal Center (1963).
Chico: Chico State College Library (1962).
Claremont: Pomona College Documents Collection, Honnold Library (1913).
Culver City: Culver City Library (1966).
Davis: University of California Library (1953).
Downey: Downey City Library (1963).
Fresno: Fresno County Free Library (1920); Fresno State College Library (1962).
Fullerton: California State College at Fullerton Library (1963).
Gardena: Gardena Public Library (1966).
Hayward: California State College at Hayward Library (1963).
Inglewood: Inglewood Public Library (1963).

Irvine: University of California at Irvine Library (1963).
La Jolla: University of California, San Diego, University Library (1963).
Lancaster: Lancaster Regional Library (1967).
Long Beach: California State College at Long Beach Library (1962); Long Beach Public Library (1933).
Los Angeles: California State College at Los Angeles, John F. Kennedy Memorial Library (1956); Los Angeles County Law Library (1963); Los Angeles Public Library (1891); Loyola University of Los Angeles Library (1933); Occidental College, Mary Norton Clapp Library (1941); Pepperdine College Library (1963); University of California at Los Angeles Library (1932); University of California, School of Law Library (1958); University of Southern California Library (1933).
Lynwood: Lynwood Library (1966).
Marysville: Yuba College Library (1963).
Menlo Park: Department of the Interior, Geological Survey Library (1962).
Montebello: Montebello Library (1966).
Monterey: Naval Postgraduate School Library (1963).
Monterey Park: Bruggemeyer Memorial Library (1964).
Newhall: Newhall Library of Los Angeles County Public Library System (1967).
Northridge: San Fernando Valley State College Library (1958).
Oakland: Mills College Library (1966); Oakland Public Library (1923).
Orange: Orange County Public Library (1963).
Pasadena: California Institute of Technology Library (1933); Pasadena Public Library (1963).
Pleasant Hill: Contra Costa County Library (1964).
Redding: Shasta County Library (1956).
Redlands: University of Redlands Library (1933).
Redwood City: Redwood City Public Library (1966).
Reseda: West Valley Regional Branch Library (1966).
Richmond: Richmond Public Library (1943).
Riverside: Riverside Public Library (1947); University of California at Riverside Library (1963).
Sacramento: California State Library (1895)—REGIONAL; Sacramento City Library (1880); Sacramento County Law Library (1963); Sacramento State College Library (1963).
San Bernardino: San Bernardino County Free Library (1964).
San Diego: San Diego County Library (1966); San Diego Public Library (1895); San Diego State College Library (1962); University of San Diego Law Library (1967).
San Francisco: Mechanics' Institute Library (1889); San Francisco Public Library (1932); San Francisco State College, Social Science and Business Library (1955); University of San Francisco, Richard A. Gleeson Library (1963).
San Jose: San Jose State College Library (1962).
San Leandro: San Leandro Community Library Center (1961).
Santa Ana: Santa Ana Public Library (1959).
Santa Barbara: University of California at Santa Barbara Library (1960).
Santa Clara: University of Santa Clara, Orradre Library (1963).
Santa Cruz: University of California at Santa Cruz Library (1963).
Santa Rosa: Santa Rosa-Sonoma County Public Library (1896).
Stanford: Stanford University Libraries (1895).
Stockton: Public Library of Stockton and San Joaquin County (1884).
Thousand Oaks: California Lutheran College Library (1964).
Turlock: Stanislaus State College Library (1964).
Visalia: Tulare County Free Library (1967).
Walnut: Mount San Antonio College Library (1966).
West Covina: West Covina Library (1966).
Whittier: Whittier College, Wardman Library (1963).

CANAL ZONE

Balboa Heights: Canal Zone Library-Museum (1963).

COLORADO

Alamosa: Adams State College Library (1963).
Boulder: University of Colorado Libraries (1879)—REGIONAL.

Colorado Springs: Colorado College, Charles Leaming Tutt Library (1880).
Denver: Colorado State Library (unknown); Denver Public Library (1884)—REGIONAL; Department of Interior, Bureau of Reclamation Library (1962); Regis College Library (1915); University of Denver, Mary Reed Library (1909).
Fort Collins: Colorado State University Library (1907).
Golden: Colorado School of Mines, Arthur Lakes Library (1939); Jefferson County Public Library (1968).
Greeley: Colorado State College Library (1966).
Gunnison: Western State College, Leslie J. Savage Library (1932).
La Junta: Otero Junior College, Wheeler Library (1963).
Pueblo: McClelland Public Library (1893); Southern Colorado State College Library (1965).
U.S. Air Force Academy: Academy Library (1956).

CONNECTICUT

Bridgeport: Bridgeport Public Library (1884).
Danbury: Western Connecticut State College Library (1967).
Hartford: Connecticut State Library (unknown)—REGIONAL. Hartford Public Library (1945); Trinity College Library (1895).
Middletown: Wesleyan University Olin Library (1906).
Mystic: Mystic Seaport Library (1964).
New Haven: Southern Connecticut State College Library (1968); Yale University Library (1859).
New London: Connecticut College Library (1926); U.S. Coast Guard Academy Library (1939).
Pomfret: Pomfret School Library (1968).
Storrs: University of Connecticut, Wilbur Cross Library (1907).
Thompsonville: Enfield Public Library (1967).
Waterbury: Silas Bronson Library (1869).

DELAWARE

Dover: Deleware State College, William C. Jason Library (1962); State Law Library in Kent County (unknown).
Georgetown: Delaware Technical and Community College, Southern Branch Library (1968).
Newark: University of Delaware, Morris Library (1907).
Wilmington: Wilmington Institute Free Library (1861).

DISTRICT OF COLUMBIA

Washington: Bureau of the Budget Library, Executive Office of the President (1965); Civil Service Commission Library (1963); Department of Commerce Library (1955); Department of Health, Education, and Welfare Library (1954); Department of the Interior Central Library (1895); Department of the Interior, Geological Survey Library (1962); Department of Justice Main Library (1895); Department of State Library (1895); Department of State, Office of Legal Advisor, Law Libray (1966; Department of Transportation, National Highway Safety Bureau Library (1968); District of Columbia Public Library (1943); Georgetown University Library (1969); Indian Claims Commission Library (1968); National Agricultural Library (1895); National War College Library (1895); Navy Department Library (1895); Navy Department, Office of Judge Advocate General Library (1963); Post Office Department Library (1895); Treasury Department Library (1895); Veterans Administration, Medical and General Reference Library (1967).

FLORIDA

Boca Raton: Florida Atlantic University Library (1963).
Coral Gables: University of Miami Library (1939).
Daytona Beach: Volusia County Public Libraries (1963).
De Land: Stetson University, Du Pont-Ball Library (1887).
Fort Lauderdale: Fort Lauderdale Public Library (1967); Nova University Library (1967).
Gainesville: University of Florida Libraries (1907)—REGIONAL
Jacksonville: Haydon Burns Library (1914); Jacksonville University, Swisher Library (1962).

Lakeland: Lakeland Public Library (1928).
Leesburg: Lake-Sumter Junior College Library (1963).
Melbourne: Florida Institute of Technology Library (1963).
Miami: Miami-Dade Junior College, North Campus Library (1967); Miami Public Library (1952).
Milton: Aeronautical Systems Library (1969).
Opa Locka: Biscayne College Library (1966).
Orlando: Florida Technological University Library (1966).
Palatka: St. John's River Junior College Library (1963).
Pensacola: University of West Florida Library (1966).
St. Petersburg: St. Petersburg Public Library (1965).
Tallahassee: Florida Agricultural and Mechanical University Coleman Memorial Library (1936); Florida State Library (1929); Florida State University, R. M. Strozier Library (1941).
Tampa: Tampa Public Library (1965); University of South Florida Library (1962); University of Tampa Library (1953).
Winter Park: Rollins College, Mills Memorial Library (1909).

GEORGIA

Albany: Albany Public Library (1964).
Americus: Georgia Southwestern College, Wade Lott Memorial Library (1966).
Athens: University of Georgia Libraries (1907).
Atlanta: Atlanta Public Library (1880); Atlanta University, Trevor Arnett Library (1962); Emory University, Asa Griggs Candler Library (1928); Emory University, School of Law Library (1968); Georgia Institute of Technology, Price Gilbert Memorial Library (1963); Georgia State Library (unknown).
Augusta: Augusta College Library (1962).
Brunswick: Brunswick Public Library (1965).
Carrollton: West Georgia College, Sanford Library (1962).
Dahlonega: North Georgia College Library (1939).
Gainesville: Chestatee Regional Library (1968).
Macon: Mercer University Library (1964).
Marietta: Kennesaw Junior College Library (1968).
Milledgeville: Georgia College at Milledgeville, Ina Dillard Russell Library (1950).
Savannah: Savannah Public and Chatham-Effingham-Liberty Regional Library (1857).
Statesboro: Georgia Southern College, Rosenwald Library (1939).
Valdosta: Valdosta State College, Richard Holmes Powell Library (1956).

GUAM

Agana: Nieves M. Flores Memorial Library (1962).

HAWAII

Hilo: University of Hawaii, Hilo Campus Library (1962).
Honolulu: Chaminade College of Honolulu Library (1965); Hawaii Medical Library, Inc. (1968); Hawaii State Library (1929); Municipal Reference Library of the City and County of Honolulu (1965); University of Hawaii Library (1907).
Laie: Church College of Hawaii Library (1964).
Lihue: Kauai Public Library (1967).
Pearl City: Leeward Community College Library (1967).
Wailuku: Maui Public Library (1962).

IDAHO

Boise: Boise State College Library (1966); Boise Public Library (1929); Idaho State Law Library (unknown).
Caldwell: College of Idaho, Terteling Library (1930).
Moscow: University of Idaho Library (1907)—REGIONAL.
Pocatello: Idaho State University Library (1908).
Rexburg: Ricks College, David O. McKay Library (1946).

ILLINOIS

Bloomington: Illinois Wesleyan University Libraries (1964).
Carbondale: Southern Illinois University Library (1932).

Carlinville: Blackburn College Library (1954).
Champaign: University of Illinois Law Library, College of Law (1965).
Charleston: Eastern Illinois University, Booth Library (1962).
Chicago: Chicago Public Library (1876); Chicago State College Library (1954); Chicago Natural History Museum Library (1963); John Crerar Library (1909); Loyola University, E. M. Cudahy Memorial Library (1966); Newberry Library (1890); Northeastern Illinois State College Library (1961); University of Chicago Law Library (1964); University of Chicago Library (1897); University of Illinois, Chicago Circle Campus Library (1957).
Decatur: Decatur Public Library (1954).
De Kalb: Northern Illinois University, Swen Franklin Parson Library (1960).
Edwardsville: Southern Illinois University, Lovejoy Memorial Library (1959).
Elsah: Principia College, Marshall Brooks Library (1957).
Evanston: Northwestern University Library (1876).
Freeport: Freeport Public Library (1905).
Galesburg: Galesburg Public Library (1896).
Jacksonville: MacMurray College, Henry Pfeiffer Library (1929).
Kankakee: Olivet Nazarene College, Memorial Library (1962).
Lake Forest: Lake Forest College, Donnelley Library (1962).
Lebanon: McKendree College, Holman Library (1968).
Lisle: St. Procopius College Library (1911).
Lockport: Lewis College of Science and Technology Library (1952).
Macomb: Western Illinois University Memorial Library (1962).
Monmouth: Monmouth College Library (1860).
Normal: Illinois State University, Milner Library (1877).
Oak Park: Oak Park Public Library (1963).
Peoria: Bradley University Library (1963); Peoria Public Library (1883).
River Forest: Rosary College Library (1966).
Rock Island: Rock Island Public Library (1950).
Rockford: Rockford Public Library (unknown).
Springfield: Illinois State Library (unknown)—REGIONAL.
Urbana: University of Illinois Library (1907).
Wheaton: Wheaton College Library (1964).
Woodstock: Woodstock Public Library (1963).

INDIANA

Anderson: Anderson College, Charles E. Wilson Library (1959).
Bloomington: Indiana University Library (1881).
Crawfordsville: Wabash College Library (1906).
Evansville: Evansville Public Library (1928); Indiana State University, Evansville Campus Library (1969).
Fort Wayne: Indiana-Purdue Universities, Regional Campus Library (1965); Public Library of Fort Wayne and Allen County (unknown).
Gary: Gary Public Library (1943); Indiana University, Northwest Campus Library (1966).
Greencastle: De Pauw University, Roy O. West Library (1879).
Hammond: Hammond Public Library (1964).
Hanover: Hanover College Library (1892).
Huntington: Huntington College Library (1964).
Indianapolis: Butler University, Irwin Library (1965); Indiana State Library (unknown)—REGIONAL; Indiana University, Law Library (1967); Indianapolis Public Library (1906).
Jeffersonville: Indiana University, Southeastern Campus Library (1965).
Kokomo: Indiana University, Kokomo Regional Campus Library (1969).
Lafayette: Purdue University Library (1907).
Muncie: Ball State University Library (1959); Muncie Public Library (1906).
Notre Dame: University of Notre Dame, Memorial Library (1883).
Rensselaer: St. Joseph's College Library (1964).
Richmond: Earlham College, Lilly Library (1964); Morrison-Reeves Library (1906).
South Bend: Indiana University, South Bend-Mishawaka Campus Library (1965).
Terre Haute: Indiana State University, Cunningham Memorial Library (1906).
Valparaiso: Valparaiso University, Moellering Memorial Library (1930).

IOWA

Ames: Iowa State University of Science and Technology Library (1907).
Cedar Falls: University of Northern Iowa Library (1946).
Council Bluffs: Free Public Library (1885).
Denison: Midwestern College Library (1967).
Des Moines: Drake University, Cowles Library (1966); Iowa State Traveling Library (unknown); Public Library of Des Moines (1888).
Dubuque: Carnegie-Stout Public Library (unknown); Loras College, Wahlert Memorial Library (1967).
Fairfield: Parsons College Library Branch of Fairfield Public Library (1862).
Grinnell: Grinnell College Library (1874).
Iowa City: University of Iowa Library (1884)—REGIONAL; University of Iowa, Law Library (1968).
Lamoni: Graceland College, Frederick Madison Smith Library (1927).
Mount Vernon: Cornell College, Russell D. Cole Library (1896).
Sioux City: Sioux City Public Library (1894).

KANSAS

Atchison: St. Benedict's College, the Abbey Library (1965).
Baldwin City: Baker University Library (1908).
Colby: Colby Community Junior College Library (1968).
Emporia: Kansas State Teachers College, William Allen White Library (1909).
Hays: Fort Hays Kansas State College, Forsyth Library (1926).
Hutchinson: Hutchinson Public Library (1963).
Lawrence: University of Kansas, Watson Library (1869).
Manhattan: Kansas State University, Farrell Library (1907).
Pittsburg: Kansas State College of Pittsburg, Porter Library (1952).
Salina: Kansas Wesleyan University Library (1930).
Topeka: Kansas State Historical Society Library (1877); State Libraries of Kansas (unknown).
Wichita: Wichita State University Library (1901).

KENTUCKY

Ashland: Ashland Public Library (1946).
Barbourville: Union College, Abigail E. Weeks Memorial Library (1958).
Bowling Green: Western Kentucky University, Margie Helm Library (1934).
Danville: Centre College Library (1884).
Frankfort: Kentucky Department of Libraries (1967); State Law Library (unknown).
Lexington: University of Kentucky, Margaret I. King Library (1907)—REGIONAL; University of Kentucky, Law Library (1968).
Louisville: Louisville Free Public Library (1904); University of Louisville Library (1925).
Morehead: Morehead State University, Johnson Camden Library (1955).
Murray: Murray State University Library (1924).
Owensboro: Kentucky Wesleyan College Library (1966).
Pikeville: Pikeville College Library (1947).
Richmond: Eastern Kentucky University, John Grant Crabbe Library (1966).

LOUISIANA

Baton Rouge: Louisiana State University Law Library (1929); Louisiana State University Library (1907)—REGIONAL; Southern University Library (1952).
Eunice: Louisiana State University at Eunice, LeDoux Library (1969).
Hammond: Southeastern Louisiana College, Sims Memorial Library (1966).
Lafayette: University of Southwestern Louisiana Library (1938).
Lake Charles: McNeese State College, Frazar Memorial Library (1941).
Monroe: Northeast Louisiana State College, Sandel Library (1963).
Natchitoches: Northwestern State College of Louisiana, Russell Library (1887).
New Orleans: Isaac Delgado College, Moss Technical Library (1968); Law Library of Louisiana (unknown); Louisiana State University in New Orleans Library (1963); Loyola University Library (1942); New Orleans Public Library (1883); Southern University in New Orleans Library (1962); Tulane University, Howard-Tilton Memorial Library (1942).
Pineville: Louisiana College, Richard W. Norton Memorial Library (1969).

Ruston: Louisiana Polytechnic Institute Library (1896)—REGIONAL.
Shreveport: Louisiana State University at Shreveport Library (1967); Shreve Memorial Library (1923).
Thibodaux: Francis T. Nicholls State College, Leonidas Polk Library (1962).

MAINE

Augusta: Maine State Library (unknown).
Bangor: Bangor Public Library (1884).
Brunswick: Bowdoin College, Hawthorne-Longfellow Library (1884).
Lewiston: Bates College Library (1883).
Orono: University of Maine, Raymond H. Fogler Library (1907)—REGIONAL.
Portland: Portland Public Library (1884); University of Maine Law Library (1964).
Springvale: Nasson College Library (1961).
Waterville: Colby College Library (1884).

MARYLAND

Annapolis: Maryland State Library (unknown); U.S. Naval Academy Library (1895).
Baltimore: Enoch Pratt Free Library (1887); Johns Hopkins University, Milton S. Eisenhower Library (1882); Morgan State College Library (1940).
Bel Air: Harford Junior College Library (1967).
Bethesda: Montgomery County Department of Public Libraries (1951).
Chestertown: Washington College, George Avery Bunting Library (1891).
College Park: University of Maryland, McKeldin Library (1925)—REGIONAL.
Frostburg: Frostburg State College, Jerome Framptom Library (1967).
Germantown: Atomic Energy Commission Library (1963).
Patuxent River: U.S. Naval Air Station Library (1968).
Salisbury: Salisbury State College, Blackwell Library (1965).
Towson: Goucher College, Julia Rogers Library (1966).
Westminster: Western Maryland College Library (1896).

MASSACHUSETTS

Amherst: Amherst College Library (1884); University of Massachusetts, Goodell Library (1907).
Belmont: Belmont Memorial Library (1968).
Boston: Boston Athenaeum Library (unknown); Boston College, Bapst Library (1963); Boston Public Library (1859); Northeastern University, Dodge Library (1962); State Library of Massachusetts (unknown)—REGIONAL.
Brookline: Public Library of Brookline (1925).
Cambridge: Harvard College Library (1860); Massachusetts Institute of Technology Libraries (1946).
Chicopee: Our Lady of the Elms College Library (1969).
Lowell: Lowell Technological Institute Library (1952).
Lynn: Lynn Public Library (1953).
Medford: Tufts University Library (1899).
New Bedford: New Bedford Free Public Library (1858).
North Dartmouth: Southeastern Massachusetts Technological Institute Library (1965).
North Easton: Stonehill College, Cushing-Martin Library (1962).
Springfield: Springfield City Library (1966).
Waltham: Brandeis University, Goldfarb Library (1965).
Wellesley: Wellesley College Library (1943).
Wenham: Gordon College, Winn Library (1963).
Williamstown: Williams College Library (unknown).
Worcester: American Antiquarian Society Library (1814); Worcester Public Library (1859).

MICHIGAN

Albion: Albion College, Stockwell Memorial Library (1966).
Allendale: Grand Valley State College Library (1963).
Alma: Alma College, Monteith Library (1963).
Ann Arbor: University of Michigan, General Library (1884).
Battle Creek: Willard Library (1876).
Benton Harbor: Benton Harbor Public Library (1907).

Bloomfield Hills: Cranbook Institute of Science Library (1940).
Dearborn: Henry Ford Community College Library (1957).
Detroit: Detroit Public Library (1868)—REGIONAL; Marygrove College Library (1965); Mercy College of Detroit Library (1965); University of Detroit Library (1884); Wayne County Public Library (1957); Wayne State University Library (1937).
East Lansing: Michigan State University Library (1907).
Escanaba: Michigan State Library, Upper Peninsula Branch (1964).
Farmington: Martin Luther King Learning Resources Center, Oakland Community College (1968).
Flint: Charles Stewart Mott Library (1959); Flint Public Library (1967).
Grand Rapids: Grand Rapids Public Library (1876); Knollcrest Calvin Library (1967).
Houghton: Michigan Technological University Library (1876).
Jackson: Jackson Public Library (1965).
Kalamazoo: Kalamazoo Library System (1907); Western Michigan University, Dwight B. Waldo Library (1963).
Lansing: Michigan State Library (unknown)—REGIONAL.
Livonia: Schoolcraft College Library (1962).
Marquette: Northern Michigan University, Olsen Library (1963).
Mt. Clemens: Macomb County Library (1968).
Mt. Pleasant: Central Michigan University Library (1958).
Muskegon: Hackley Public Library (1894).
Petoskey: North Central Michigan College Library (1962).
Port Huron: Saint Clair County Library System (1876).
Rochester: Oakland University, Kresge Library (1964).
Saginaw: Hoyt Public Library (1890).
Traverse City: Northwestern Michigan College, Mark Osterlin Library (1964).
University Center: Delta College Library (1963).
Ypsilanti: Eastern Michigan University Library (1965).

MINNESOTA

Bemidji: Bemidji State College Library (1963).
Collegeville: St. John's University, Alcuin Library (1954).
Duluth: Duluth Public Library (1909).
Mankato: Mankato State College Library (1962).
Minneapolis: Minneapolis Public Library (1893); University of Minnesota, Wilson Library (1907)—REGIONAL.
Moorhead: Moorhead State College Library (1956).
Morris: University of Minnesota at Morris Library (1963).
Northfield: Carleton College Library (1930); St. Olaf College, Rolvaag Memorial Library (1930).
St. Cloud: St. Cloud State College Library (1962).
St. Paul: Minnesota Historical Society Library (1867); Minnesota State Law Library (unknown); St. Paul Public Library (1914).
Saint Peter: Gustavus Adolphus College Library (1941).
Stillwater: Stillwater Public Library (1893).
Willmar: Kandiyohi County-Willmar Library (1958).
Winona: Winona State College, Maxwell Library (1969).

MISSISSIPPI

Columbus: Mississippi State College for Women, J. C. Fant Memorial Library (1929).
Hattiesburg: University of Southern Mississippi Library (1935).
Jackson: Jackson State College Library (1968); Millsaps College, Millsaps-Wilson Library (1963); Mississippi Library Commission (1947); Mississippi State Law Library (unknown).
State College: Mississippi State University, Mitchell Memorial Library (1907).
University: University of Mississippi Library (1883); University of Mississippi, School of Law Library (1967).

MISSOURI

Cape Girardeau: Southeast Missouri State College, Kent Library (1916).
Columbia: University of Missouri Library (1862).
Fayette: Central Methodist College Library (1962).

Fulton: Westminster College, Reeves Library (1875).
Hannibal: Hannibal Free Public Library (1909).
Jefferson City: Lincoln University, Inman E. Page Library (1944); Missouri State Library (1963); Missouri Supreme Court Library (unknown).
Joplin: Missouri Southern State College Library (1966).
Kansas City: Kansas City Public Library (1881); Rockhurst College Library (1917); University of Missouri at Kansas City, General Library (1938).
Kirksville: Northeast Missouri State Teachers College, Pickler Memorial Library (1966).
Liberty: William Jewell College Library (1900).
Rolla: University of Missouri at Rolla Library (1907).
St. Joseph: St. Joseph Public Library (1891).
St. Louis: St. Louis Public Library (1866); St. Louis University, Law Library (1967); St. Louis University, Pius XII Memorial Library (1866); University of Missouri at St. Louis Library (1966); Washington University, John M. Olin Library (1906).
Springfield: Drury College Library (1874); Southwest Missouri State College Library (1963).
Warrensburg: Central Missouri State College, Ward Edwards Library (1914).

MONTANA

Billings: Eastern Montana College Library (1924).
Bozeman: Montana State University Library (1907).
Butte: Montana College of Mineral Science and Technology Library (1901).
Helena: Montana Historical Society Library (unknown); Montana State Library (1966).
Missoula: University of Montana Library (1909)—REGIONAL.

NEBRASKA

Blair: Dana College Library (1924).
Crete: Doane College, Whitin Library (1944).
Fremont: Midland Luthern College Library (1924).
Kearney: Kearney State College, Calvin T. Ryan Library (1962).
Lincoln: Nebraska State Library (unknown); University of Nebraska Libraries (1907).
Omaha: Creighton University, Alumni Library (1964); Omaha Public Library (1880); University of Omaha, Gene Epply Library (1939).
Scottsbluff: Scottsbluff Public Library (1925).

NEVADA

Carson City: Nevada State Library (unknown).
Las Vegas: Nevada Southern University, James R. Dickinson Library (1959).
Reno: University of Nevada Library (1907)—REGIONAL.

NEW HAMPSHIRE

Concord: New Hampshire State Library (unknown).
Durham: University of New Hampshire Library (1907).
Hanover: Dartmouth College Library (1884).
Henniker: New England College Library (1966).
Manchester: Manchester City Library (1884); St. Anselm's College, Geisel Library (1963).

NEW JERSEY

Atlantic City: Atlantic City Free Public Library (1908).
Bayonne: Bayonne Free Public Library (1909).
Bloomfield: Free Public Library of Bloomfield (1965).
Bridgeton: Cumberland County Library (1966).
Camden: Rutgers Library in South Jersey (1966).
Convent Station: College of St. Elizabeths, Santa Maria Library (1938).
East Orange: East Orange Public Library (1966).
Elizabeth: Free public Library of Elizabeth (1895).
Glassboro: Glassboro State College, Savitz Library (1963).
Hackensack: Johnson Free Public Library (1966).
Irvington: Free Public Library of Irvington (1966).

Jersey City: Jersey City Public Library (1879); Jersey City State College, Forrest A. Irwin Library (1963).
Madison: Drew University, Rose Memorial Library (1939).
Mount Holly: Burlington County Library (1966).
New Brunswick: Free Public Library (1908); Rutgers University Library (1907).
Newark: Newark Public Library (1906)—REGIONAL; Rutgers-The State University, John Cotton Dana Library (1966).
Passaic: Passaic Public Library (1964).
Princeton: Princeton University Library (1884).
Rutherford: Fairleigh Dickinson University, Periodicals Library (1953).
Shrewsbury: Monmouth County Library (1968).
South Orange: Seton Hall University Library (1947).
Teaneck: Fairleigh Dickinson University, Teaneck Campus Library (1963).
Toms River: Ocean County College Library (1966).
Trenton: New Jersey State Library, Law and Reference Bureau, Department of Education (unknown); Trenton Free Public Library (1902).
Upper Montclair: Montclair State College, Harry A. Sprague Library (1967).
West Long Branch: Monmouth College, Guggenheim Memorial Library (1963).
West New York: West New York Free Public Library (1963).
Woodbridge: Free Public Library of Woodbridge (1965).

NEW MEXICO

Albuquerque: University of New Mexico, Zimmerman Library (1896)—REGIONAL.
Hobbs: New Mexico Junior College, Pannell Library (1969).
Las Cruces: New Mexico State University Library (1907).
Las Vegas: New Mexico Highlands University, Donnelly Library (1913).
Portales: Eastern New Mexico University Library (1962).
Santa Fe: New Mexico State Library (1960)—REGIONAL; Supreme Court Law Library (unknown).

NEW YORK

Albany: New York State Library (unknown)—REGIONAL; State University of New York at Albany Library (1964).
Binghamton: State University of New York at Binghamton Library (1962).
Brockport: State University of New York, Drake Memorial Library (1967).
Bronx: Herbert H. Lehman College Library (1967).
Bronxville: Sarah Lawrence College Library (1969).
Brooklyn: Brooklyn College Library (1936); Brooklyn Public Library (1908); Polytechnic Institute of Brooklyn, Spicer Library (1963); Pratt Institute Library (1891); State University of New York, Downstate Medical Center Library (1958).
Buffalo: Buffalo and Erie County Public Library (1895); State University of New York at Buffalo, Lockwood Memorial Library (1963).
Canton: St. Lawrence University Library (1920).
Corning: Corning Community College, Arthur A. Houghton, Jr. Library (1963).
Cortland: State University of New York, College at Cortland, Memorial Library (1964).
Elmira: Elmira College Library (1956).
Farmingdale: State University of New York at Farmingdale Library (1917).
Flushing: Queens College, Paul Klapper Library (1939).
Garden City: Adelphi University, Swirbul Library (1966); Nassau Library System (1965).
Geneseo: State University College, Milne Library (1967).
Greenvale: C. W. Post College Library (1964).
Hamilton: Colgate University Library (1902).
Hempstead: Hofstra University Library (1964).
Huntington: Huntington Public Library (1966).
Ithaca: Cornell University Library (1907); New York State Colleges of Agriculture and Home Economics, Albert R. Mann Library (1943).
Jamaica: Queens Borough Public Library (1926); St. John's University Library (1956).
Kings Point: U.S. Merchant Marine Academy Library (1962).
Mount Vernon: Mount Vernon Public Library (1962).
New Paltz: State University College Library (1965).
New York City: City University of New York, City College Library (1884); College of Insurance, Ecker Library (1965); Columbia University Libraries (1882); Cooper Union Library (1930); Fordham University Library (1937); New York Law Institute Library (1909); New York Public Library (Astor

Branch) (1907); New York Public Library (Lenox Branch) (1884); New York University Libraries (1967); New York University, University Heights Gould Memorial Library (1902); State University of New York, Maritime College Library (1947).
Newburgh: Newburgh Free Library (1909).
Oakdale: Dowling College Library (1965).
Oneonta: State University College, James M. Milne Library (1966).
Oswego: State University College, Penfield Library (1966).
Plattsburgh: State University College, Benjamin F. Feinberg Library (1967).
Potsdam: Clarkson College of Technology. Harriet Call Burnap Memorial Library (1938); State University College Library (1964).
Poughkeepsie: Vassar College Library (1943).
Purchase: State University of New York, College at Purchase Library (1969).
Rochester: Rochester Public Library (1963); University of Rochester Library (1880).
St. Bonaventure: St. Bonaventure College, Friedsam Memorial Library (1938).
Saratoga Springs: Skidmore College Library (1964).
Schenectady: Union College, Schaffer Library (1901).
Staten Island (Grymes Hill): Wagner College, Horrmann Library (1953).
Stony Brook: State University of New York at Stony Brook Library (1963).
Syracuse: Syracuse University Library (1878).
Troy: Troy Public Library (1869).
Utica: Utica Public Library (1885).
West Point: U.S. Military Academy Library (unknown).
Yonkers: Yonkers Public Library (1910).

NORTH CAROLINA

Asheville: Asheville-Biltmore College, D. Hiden Ramsey Library (1965).
Boone: Appalachian State University, Dauphin Disco Dougherty Library (1963).
Buies Creek: Campbell College, Carrie Rich Memorial Library (1965).
Chapel Hill: University of North Carolina Library (1884)—REGIONAL.
Charlotte: Public Library of Charlotte and Mecklenburg County (1964); Queens College, Everett Library (1927); University of North Carolina at Charlotte, Atkins Library (1964).
Cullowhee: Western Carolina University, Hunter Library (1953).
Davidson: Davidson College, Hugh A. & Jane Grey Memorial Library (1893).
Durham: Duke University Library (1890).
Greensboro: North Carolina Agricultural and Technical State University, F. D. Bluford Library (1937); University of North Carolina at Greensboro, Walter Clinton Jackson Library (1963).
Greenville: East Carolina University, J. Y. Joyner Library (1951).
Laurinburg: St. Andrews Presbyterian College, DeTamble Library (1969).
Mars Hill: Mars Hill College, Memorial Library (1967).
Murfreesboro: Chowan College Library (1963).
Pembroke: Pembroke State College Library (1956).
Raleigh: North Carolina State Library (unknown); North Carolina State University, D. H. Hill Library (1923).
Rocky Mount: North Carolina Wesleyan College Library (1969).
Salisbury: Catawba College Library (1925).
Wilmington: University of North Carolina at Wilmington, William M. Randall Library (1965).
Wilson: Atlantic Christian College, Clarence L. Hardy Library (1930).
Winston-Salem: Forsyth County Public Library System (1954); Wake Forest University, Z. Smith Reynolds Library (1902).

NORTH DAKOTA

Bismark: North Dakota State Historical Society Library (1907); North Dakota State Law Library (unknown); Veterans Memorial Public Library (1967).
Dickinson: Dickinson State College Library (1968).
Fargo: Fargo Public Library (1964); North Dakota State University Library (1907)—REGIONAL; in cooperation with University of North Dakota, Chester Fritz Library.
Grand Forks: University of North Dakota, Chester Fritz Library (1890).
Minot: Minot State College, Memorial Library (1925).
Richardton: Assumption College, Abbey Library (1965).
Valley City: State College Library (1913).

OHIO

Ada: Ohio Northern University, J. P. Taggart Law Library (1965).
Akron: Akron Public Library (1952); University of Akron Library (1963).
Alliance: Mount Union College Library (1888).
Ashland: Ashland College Library (1938).
Athens: Ohio University Library (1886).
Bluffton: Bluffton College, Musselman Library (1951).
Bowling Green: Bowling Green State University Library (1951).
Chillicothe: Ohio University at Chillicothe Library (1968).
Cincinnati: Public Library of Cincinnati and Hamilton County (1884); University of Cincinnati Library (1929).
Cleveland: Case Western Reserve University, Freiberger Library (1913); Cleveland Public Library (1886); Cleveland State University Library (1966). John Carroll University, Grasselli Library (1963).
Columbus: Capital University Library (1968); Columbus Public Library (1885); Ohio State Library (unknown)—REGIONAL; Ohio State University Library (1907).
Dayton: Dayton and Montgomery County Public Library (1909); University of Dayton, Albert Emanuel Library (1969); Wright State University Library (1965).
Delaware: Ohio Wesleyan University, L. A. Beeghly Library (1845).
Elyria: Elyria Public Library (1966).
Findlay: Findlay College, Shafer Library (1969).
Gambier: Kenyon College Library (1873).
Granville: Denison University Library (1884).
Hiram: Hiram College, Teachout-Price Memorial Library (1874).
Kent: Kent State University Library (1962).
Mansfield: Ohio State University, Mansfield Campus Library (1969).
Marietta: Marietta College, Dawes Memorial Library (1884).
New Concord: Muskingum College Library (1966).
Oberlin: Oberlin College Library (1858).
Oxford: Miami University, Alumni Library (1909).
Portsmouth: Portsmouth Public Library (unknown).
Rio Grande: Rio Grande College, Jeanette Albiez Davis Library (1966).
Springfield: Warder Public Library (1884).
Steubenville: Public Library of Steubenville and Jefferson County (1950).
Tiffin: Heidelberg College, Beeghly Library (1964).
Toledo: Toledo Public Library (1884); University of Toledo Library (1963).
Van Wert: Brumback Library of Van Wert County (1900).
Westerville: Otterbein College, Centennial Library (1967).
Wooster: College of Wooster, the Andrews Library (1966).
Youngstown: Public Library of Youngstown and Mahoning County (1923).

OKLAHOMA

Ada: East Central State College, Linscheid Library (1914).
Alva: Northwestern State College Library (1907).
Bartlesville: Bureau of Mines, Petroleum Research Center Library (1962).
Durant: Southeastern State College Library (1929).
Edmond: Central State College Library (1934).
Enid: Public Library of Enid and Garfield County (1908).
Langston: Langston University, G. Lamar Harrison Library (1941).
Norman: University of Oklahoma Libraries (1893).
Oklahoma City: Oklahoma City University Library (1963); Oklahoma Department of Libraries (1893)—REGIONAL.
Shawnee: Oklahoma Baptist University Library (1933).
Stillwater: Oklahoma State University Library (1907).
Tahlequah: Northeastern State College, John Vaughan Library (1923).
Tulsa: Tulsa City-County Library Commission (1963); University of Tulsa, McFarlin Library (1929).
Weatherford: Southwestern State College Iibrary (1958).

OREGON

Ashland: Southern Oregon College Library (1953).
Corvallis: Oregon State University Library (1907).

Eugene: University of Oregon Library (1883).
Forest Grove: Pacific University Library (1897).
La Grande: Eastern Oregon College Library (1954).
McMinnville: Linfield College, Northup Library (1965).
Monmouth: Oregon College of Education Library (1967).
Portland: Department of the Interior, Bonneville Power Administration Library (1962); Lewis and Clark College Library (1967); Library Association of Portland (1884); Portland State College Library (1963); Reed College Library (1912).
Salem: Oregon State Library (unknown); Williamette University Library (1969).

PENNSYLVANIA

Allentown: Muhlenberg College Library (1939).
Bethlehem: Lehigh University Library (1876).
Bradford: Carnegie Public Library (1909).
Carlisle: Dickinson College Library (1947).
Cheyney: Cheyney State College, Leslie Pinckney Hill Library (1967).
Collegeville: Ursinus College Library (1963).
East Stroudsburg: East Stroudsburg State College, Kemp Library (1966).
Erie: Erie Public Library (1897).
Greenville: Thiel College, Langenheim Memorial Library (1963).
Harrisburg: Pennsylvania State Library (unknown)—REGIONAL.
Haverford: Haverford College Library (1897).
Hazelton: Hazelton Public Library (1964).
Indiana: Indiana University of Pennsylvania, Rhodes R. Stabley Library (1962).
Johnstown: Cambria Public Library (1965).
Lancaster: Franklin and Marshall College, Fackenthal Library (1895).
Lewisburg: Bucknell University, Ellen Clarke Bertrand Library (1963).
Mansfield: Mansfield State College Library (1968).
Meadville: Allegheny College, Reis Library (1907).
Millersville: Millersville State College Library (1966).
Monessen: Monessen Public Library (1969).
New Castle: New Castle Free Public Library (1963).
Newtown: Bucks County Community College Library (1968).
Norristown: Montgomery County-Norristown Pubic Library (1969).
Philadelphia: Drexel Institute of Technology Library (1963); Free Library of Philadelphia (1897); Temple University Library, Serials Records Unit (1947); University of Pennsylvania Library (1886).
Pittsburgh: Bureau of Mines, Pittsburgh Research Center Library (1962); Carnegie Library of Pittsburgh; Allegheny Regional Branch (1924); Carnegie Library of Pittsburgh (1895); University of Pittsburgh, Hillman Library (1910).
Pottsville: Pottsville Free Public Library (1967).
Reading: Reading Public Library (1901).
Scranton: Scranton Public Library (1895).
Slippery Rock: Slippery Rock State College, Maltby Library (1965).
Swarthmore: Swarthmore College Library (1923).
University Park: Pennsylvania State University Library (1907).
Villanova: Villanova University, School of Law Library (1964).
Warren: Warren Library Association, Warren Public Library (1885).
Washington: Washington and Jefferson College, Memorial Library (1884).
Waynesburg: Waynesburg College Library (1964).
West Chester: West Chester State College, Francis Harvey Green Library (1967).
Wilkes-Barre: King's College Library (1949).
Williamsport: James V. Brown Library of Williamsport and Lycoming County (1922).
York: York Junior College Library (1963).

PUERTO RICO

Mayaguez: University of Puerto Rico, Mayaguez Campus, Library (1928).
Ponce: Catholic University of Puerto Rico Library (1966).
Rio Piedras: University of Puerto Rico General Library (1928).

RHODE ISLAND

Kingston: University of Rhode Island Library (1907).
Newport: Naval War College Library (1963)
Providence: Brown University, John D. Rockefeller, Jr., Library (unknown); Providence College Library (1969); Providence Public Library (1884); Rhode Island College Library (1965); Rhode Island State Library (before 1895).
Warwick: Warwick Public Library (1966).
Westerly: Westerly Public Library (1909).

SOUTH CAROLINA

Charleston: Baptist College at Charleston Library (1967); College of Charleston Library (1869); The Citadel Memorial Library (1962).
Clemson: Clemson University Library (1893).
Columbia: Benedict College, Starks Library (1969); Columbia College Library (1966); South Carolina State Library (before 1895); University of South Carolina, McKissick Memorial Library (1884).
Due West: Erskine College, McCain Library (1968).
Florence: Florence County Library (1967).
Greenville: Furman University Library (1962); Greenville County Library (1966).
Greenwood: Lander College Library (1967).
Orangeburg: South Carolina State College Library (1953).
Rock Hill: Winthrop College Library (1896).
Spartanburg: Spartanburg County Public Library (1967).

SOUTH DAKOTA

Aberdeen: Northern State College Library (1963).
Brookings: South Dakota State University, Lincoln Memorial Library (1889).
Rapid City: Rapid City Public Library (1963); South Dakota School of Mines and Technology Library (1963).
Sioux Falls: Carnegie Free Public Library (1903); Augustana College, Mikkelsen Library and Learning Resources Center (1969).
Spearfish: Black Hills State College Library (1942).
Vermillion: University of South Dakota, I.D. Weeks Library (1889).
Yankton: Yankton College, Corliss Lay Library (1904).

TENNESSEE

Chattanooga: Chattanooga Public Library (1907).
Clarksville: Austin Peay State University Library (1945).
Jackson: Lambuth College, Luther L. Gobbel Library (1967).
Jefferson City: Carson-Newman College, Maples Library (1964).
Johnson City: East Tennessee State University, Sherrod Library (1942).
Knoxville: University of Tennessee Library (1907).
Martin: University of Tennessee at Martin Library (1957).
Memphis: Cossitt Reference Library (1896); Memphis State University, John W. Brister Library (1966).
Murfreesboro: Middle Tennessee State University Library (1912).
Nashville: Fisk University Library (1965); Joint University Libraries (1884); Public Library of Nashville and Davidson County (1884); Tennessee State Library and Archives, State Library Division (unknown).
Sewanee: University of the South, Jesse Ball duPont Library (1873).

TEXAS

Abilene: Hardin-Simmons University Library (1940).
Arlington: University of Texas at Arlington Library (1963).
Austin: Texas State Library (unknown)—REGIONAL; University of Texas Library (1884); University of Texas, Lyndon B. Johnson School of Public Affairs Library (1966); University of Texas, School of Law Library (1965).
Beaumont: Lamar State College of Technology Library (1957).
Brownwood: Howard Payne College, Walker Memorial Library (1964).
Canyon: West Texas State University Library (1928).
College Station: Texas Agricultural and Mechanical University Library (1907).
Commerce: East Texas State University Library (1937).

Corsicana: Navarro Junior College Library (1965).
Dallas: Bishop College, Zale Library (1966); Dallas Baptist College Library (1967); Dallas Public Library (1900); Southern Methodist University, Fondren Library (1925).
Denton: North Texas State University Library (1948).
Edinburg: Pan American College Library (1959).
El Paso: El Paso Public Library (1906); University of Texas at El Paso Library (1966).
Fort Worth: Fort Worth Public Library (1905); Texas Christian University, Mary Couts Burnett Library (1916).
Freeport: Brazosport Junior College Library (1969).
Galveston: Rosenberg Library (1909).
Houston: Houston Public Library (1884); Rice University, Fondren Library (1967); University of Houston Library (1957).
Huntsville: Sam Houston State College, Estill Library (1949).
Kingsville: Texas Arts and Industires University Library (1944).
Longview: Nicholson Memorial Public Library (1961).
Lubbock: Texas Technological College Library (1935)—REGIONAL.
Marshall: Wiley College, Cole Library (1962).
Nacogdoches: Stephen F. Austin State College, Paul L. Boynton Library (1965).
Plainview: Wayland Baptist College, Van Howeling Memorial Library (1963).
San Angelo: Angelo State College Library (1964).
San Antonio: San Antonio Public Library, Business and Science Department (1899); St. Mary's University Library (1964); Trinity University Library (1964).
San Marcos: Southwest Texas State College Library (1955).
Sherman: Austin College, Arthur Hopkins Library (1963).
Texarkana: Texarkana College Library (1963).
Waco: Baylor University Library (1905).
Wichita Falls: Midwestern University, Moffett Library (1963).

UTAH

Cedar City: Southern Utah State College Library (1964).
Ephraim: Snow College Library (1963).
Logan: Utah State University Library (1907)—REGIONAL.
Ogden: Weber State College Library (1962).
Provo: Brigham Young University Library (1908).
Salt Lake City: University of Utah, Law Library (1966); University of Utah Library (1893); Utah State Library Commission, Documents Library (unknown).

VERMONT

Burlington: University of Vermont, Bailey Library (1907).
Johnson: Johnson State College, John Dewey Library (1955).
Middlebury: Middlebury College, Egbert Star Library (1884).
Montpelier: Vermont State Library (before 1895).
Northfield: Norwich University Library (1908).
Putney: Windham College, Dorothy Culbertson Marvin Memorial Library (1965).

VIRGIN ISLANDS

Charlotte Amalie (St. Thomas): St. Thomas Public Library (1968).

VIRGINIA

Blacksburg: Virginia Polytechnic Institute, Newman Library (1907).
Bridgewater: Bridgewater College, Alexander Mack Memorial Library (1902).
Charlottesville: University of Virginia, Alderman Library (1910); University of Virginia Law Library (1964).
Emory: Emory and Henry College (1884).
Fairfax: George Mason College of the University of Virginia Library (1960).
Fredericksburg: Mary Washington College of the University of Virginia, E. Lee Trinkle Library (1940).
Hampden-Sydney: Hampden-Sydney College, Eggleston Library (1891).
Hollins College: Hollins College, Fishburn Library (1967).

Lexington: Virginia Military Institute, Preston Library (1874); Washington and Lee University, Cyrus Hall McCormick Library (1910).
Norfolk: Armed Forces Staff College Library (1963); Norfolk Public Library (1895); Old Dominion College, Hughes Memorial Library (1963).
Petersburg: Virgina State College, Johnston Memorial Library (1907).
Quantico: Marine Corps Schools, James Carson Breckinridge Library (1967).
Richmond: University of Richmond, Boatwright Memorial Library (1900); Virginia State Library (unknown).
Roanoke: Roanoke Public Library (1964).
Salem: Roanoke College Library (1886).
Williamsburg: William and Mary College Library (1936).

WASHINGTON

Bellingham: Western Washington State College, Wilson Library (1963).
Cheney: Eastern Washington State College Library (1966).
Ellensburg: Central Washington State College Library (1962).
Everett: Everett Public Library (1914).
Olympia: Washington State Library (unknown)—REGIONAL
Port Angeles: Port Angeles Public Library (1965).
Pullman: Washington State University Library (1907).
Seattle: Seattle Public Library (1908); University of Washington Library (1890); University of Washington, School of Law Library (1969).
Spokane: Spokane Public Library (1910).
Tacoma: Tacoma Public Library (1894); University of Puget Sound, Collins Memorial Library (1938).
Vancouver: Fort Vancouver Regional Library (1962).
Walla Walla: Whitman College, Penrose Memorial Library (1890).

WEST VIRGINIA

Athens: Concord College Library (1924).
Charleston: Kanawha County Public Library (1952); West Virginia Department of Archives and History Library (unknown).
Elkins: Davis and Elkins College Library (1913).
Fairmont: Fairmont State College Library (1884).
Glenville: Glenville State College, Robert F. Kidd Library (1966).
Huntington: Marshall University Library (1925).
Institute: West Virginia State College Library (1907).
Morgantown: West Virginia University Library (1907)—REGIONAL.
Salem: Salem College Library (1921).
Weirton: Mary H. Weir Public Library (1963).

WISCONSIN

Appleton: Lawrence University, Samuel Appleton Library (1869).
Beloit: Beloit College Libraries (1888).
Eau Claire: Wisconsin State University, William D. McIntyre Library (1951).
Fon du Lac: Fon du Lac Public Library (1966).
Green Bay: University of Wisconsin at Green Bay Library (1968).
La Crosse: La Crosse Public Library (1883); Wisconsin State University, Florence Wing Library (1965).
Madison: Department of Public Instruction, Division for Library Services, Reference and Loan Library (1965); Madison Public Library (1965); State Historical Society Library (1870)—REGIONAL, in cooperation with University of Wisconsin, Memorial Library; University of Wisconsin, Memorial Library (1939); Wisconsin State Library (unknown).
Milwaukee: Milwaukee County Law Library (1934); Milwaukee Public Library (1861)—REGIONAL; Mount Mary College Library (1964); Oklahoma Neighborhood Library (1965); University of Wisconsin-Milwaukee Library (1960).
Oshkosh: Wisconsin State University, Forrest R. Polk Library (1956).
Platteville: Wisconsin State University, Elton S. Karrmann Library (1964).
Racine: Racine Public Library (1898).
River Falls: Wisconsin State University, Chalmer Davee Library (1962).
Stevens Point: Wisconsin State University Library (1951).
Superior: Superior Public Library (1908); Wisconsin State University, Jim Dan Hill Library (1935).

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Waukesha: Waukesha Public Library (1966).
Whitewater: Wisconsin State University, Harold Andersen Library (1963).

WYOMING

Casper: Natrona County Public Library (1929).
Cheyenne: Wyoming State Library (unknown).
Laramie: University of Wyoming, Coe Library (1907).
Powell: Northwest Community College Library (1967).
Riverton: Central Wyoming College Library (1969).
Rock Springs: Western Wyoming College Library (1969).
Sheridan: Sheridan College, Mary Brown Kooi Library (1963).

PURPOSE OF CONTINGENCY FUND

Senator MONTOYA. Please explain the purpose of the contingency fund for which you are requesting $200,000, the same as last year.

Mr. BUCKLEY. Our work programs fluctuate so sharply, Mr. Chairman, that when we make our estimate and put in our request, usually by October 15 each year, there is no way of really knowing what we are going to need by the time the next year rolls around.

Several years ago, at the suggestion of, I believe, someone over on the House side and concurred in by the Bureau of the Budget, they put into our appropriation this so-called reserve for contingencies which has usually kept us from having to come back with requests for an amended budget.

Senator MONTOYA. Have you been utilizing all of these funds or have any of them reverted?

Mr. BUCKLEY. They have reverted at times. We have used a portion of them, Senator, usually in the depository library program. But in recent years, a portion has also been used at the direction of this committee and the House committee to take care of a part of the cost of a pay raise. We have required the use of the entire fund on a few occasions but we will usually need half to two-thirds of it in a normal year for the extra costs of the depository program caused by the additional publications, that we find it necessary to supply them.

FUTURE NEEDS

Senator MONTOYA. Do you have anything else to add, Mr. Buckley, in the justification of your requests?

Mr. BUCKLEY. Only, Mr. Chairman, that we do need to improve the quality of the service that we are giving. For the first time since I have been coming over here, we must admit that the type of service we have been giving on a portion of our orders is not what it should be. We must find a way of improving that if we possibly can.

Senator MONTOYA. Would it be the sensible thing to do to break down your Washington operation to set up regional setups outside of Washington?

Mr. BUCKLEY. We are thinking seriously that that would be necessary, Mr. Chairman, in the years ahead. I think it definitely will have to come to that.

Senator MONTOYA. Have you done any planning in this direction?

Mr. BUCKLEY. We have done a limited amount of long-range planning.

Mr. HARRISON. We are. Of course we are always faced with the problem of finding space. I approached GSA some months ago on the possibility of securing space of some 50,000 square feet in the Denver area.

Senator MONTOYA. For storage of documents for distribution?

Mr. HARRISON. This would be for decentralization, opening a little documents division, to handle orders that would come in from the west coast. There is no reason why the orders should be mailed here and the documents shipped all the way back.

Senator MONTOYA. I think that would be very propitious to do because in analyzing the high rental costs here in the Washington area, I have come across rental of warehouse space at the rate of $4 and in the west warehouse space would go for about $2 a square foot per year.

If you are going to go into rental of space, if you are going to go into building costs, you experience the same differential. Of course, you have to take into account also the savings that would be occasioned by distribution.

Mr. HARRISON. That is right. I think one very big thing in that favor is that there will be a more available market of people. We are finding it difficult here now to employ the type of people that really make a contribution to this program.

We are now using part-time people on Sunday and Monday night and another group on Tuesday and Wednesday night. We hope now with this new money to add a Thursday and Friday night program.

Senator MONTOYA. Are they moonlighters?

Mr. HARRISON. No; most of them are not. Most of them are very highly industrious people, housewives and people who need a little extra money. We are finding some very fine people that will work part time. We would anticipate, and GSA is actively working with us on this, that we will come up certainly in next year's budget for money to set up a program like that outside of Washington.

This will help us in storage. One of our big problems is ordering enough publications at the time of printing of the publication to store and to handle the sales program. When you stop to think that last year we sold around 70 million publications, and you have to order these when the job is being printed and store them until they are ordered from the public.

This would help us greatly by finding storage space outside, where the distribution could be made directly. There are many advantages. We hope to be able to come up next year with a real pinned-down program of decentralization.

Senator MONTOYA. Thank you very much, gentlemen.

Mr. HARRISON. Thank you, sir.

SUBCOMMITTEE RECESS

Senator MONTOYA. The subcommittee will stand in recess until 10 o'clock tomorrow.

(Whereupon, at 11:40 a.m., Tuesday, July 22, the subcommittee was recessed to reconvene at the call of the Chair.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1970

WEDNESDAY, JULY 30, 1969

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10 a.m., in room 1223, New Senate Office Building, Senator Joseph M. Montoya (chairman) presiding.

Present: Senator Montoya.

ARCHITECT OF THE CAPITOL

STATEMENTS OF—

HON. B. EVERETT JORDAN, U.S. SENATOR FROM NORTH CAROLINA
J. GEORGE STEWART, ARCHITECT OF THE CAPITOL
DR. L. QUINCY MUMFORD, LIBRARIAN OF CONGRESS

ACCOMPANIED BY—

OFFICE OF ARCHITECT OF THE CAPITOL

MARIO E. CAMPIOLI, ASSISTANT ARCHITECT
WALTER L. RUBEL, SECOND ASSISTANT ARCHITECT
CHARLES A. HENLOCK, ADMINISTRATIVE OFFICER
PHILIP L. ROOF, EXECUTIVE ASSISTANT
J. LEWEY CARAWAY, SUPERINTENDENT, SENATE OFFICE BUILDINGS
PAUL PINCUS, LANDSCAPE ARCHITECT
CARL FOGLE, ASSISTANT SUPERVISING ENGINEER, CAPITOL BUILDING
CHARLES A. DURKIN, ASSISTANT TO THE ADMINISTRATIVE OFFICER
WILLIAM F. RAINES, JR., ASSISTANT TO THE EXECUTIVE ASSISTANT

LIBRARY OF CONGRESS

JOHN G. LORENZ, DEPUTY LIBRARIAN OF CONGRESS
ELIZABETH E. HAMER, ASSISTANT LIBRARIAN OF CONGRESS
ROBERT H. ROHLF, COORDINATOR OF BUILDINGS PLANNING, LIBRARY OF CONGRESS
WILLIAM W. ROSSITER, BUDGET OFFICER, LIBRARY OF CONGRESS

SPEECH REINFORCEMENT SYSTEM FOR SENATE CHAMBER

Senator MONTOYA. We are especially pleased this morning to have as our first witness the chairman of the Committee on Rules and Administration of the Senate, the Honorable B. Everett Jordan, of North Carolina.

I understand, Senator, that you desire to appear before this committee in connection with three items. First is the public address system of the Senate Chamber, second the additional site for the Senate Office Building and third, the James Madison Memorial Building for the Library of Congress.

We will be pleased to hear you and you may proceed in any manner that you wish to present your justifications on these three items.

Senator JORDAN. Thank you very much, Mr. Chairman.

I believe that the Architect will make available to the committee the complete information on all three of these items. On the first item of the speech reinforcement system for the Senate Chamber, this was debated on the Senate floor when the Senate agreed to Senate Resolution 167 last April. My committee, the Sergeant at Arms, and the Architect and his staff have worked on this for over a year, with the guidance and assistance of competent consultants who were selected to design a proper speech reinforcement system for the Chamber.

The Rules Committee had this item under consideration for quite some time. It was taken up with the majority leader and minority leader, and finally agreed to by the Senate itself.

I might elaborate just a little on this. I think we all know that most of the time on the Senate floor you cannot hear the Senator speaking unless you get right close to him. People in the gallery can hardly hear anything. We would include the Senate floor and the gallery in this improvement. There would be a loudspeaker and a microphone on each Senator's desk.

We think the system proposed is the best system that can be devised at the present time. It is up to date in every respect. We recommend that funds for this purpose be granted. The Architect of the Capitol will install the system with his own force. The reason for that, of course, is that we cannot determine when the Chamber will be available to permit the installation and most of this work will have to be done at night, on Saturdays and Sundays, or other times when the Senate is not in session. The Architect will purchase, of course, the major components on specifications prepared by the consultants.

Senator MONTOYA. Has the committee gone over the survey?

Senator JORDAN. Yes; it has, very thoroughly. Any questions raised by committee members relating to the cost of the system or the adequacy of the system have been satisfactorily answered by the Architect's staff and their acoustical consultants. I think the record is complete in every respect.

The Architect or some of his assistants might speak to this, if you desire.

COST OF SYSTEM

Senator MONTOYA. First of all, I would like to ask you, is the Rules Committee satisfied that the expenditure of $125,000 is within reason?

Senator JORDAN. Yes, it is. The Architect's report to your committee gives the detail that makes up the total cost.

Senator MONTOYA. What will this expenditure require besides the electronic equipment? Will it require sealing off the galleries? I remember the discussion on the floor and at the time it was thought that the galleries would be even enclosed? Do you contemplate doing that?

Senator JORDAN. Not at this time. We did study construction of an enclosure in the right-hand corner looking from the President's desk, where visitors could come in one door and leave but that is not included in the proposal you are considering. That was studied because if you have noticed, and I am sure you have, most of the noise results from the tourists coming in and going out.

They move in and out as silently as they can but they can't help but make a lot of noise when 50 or 100 are moving in or out. But, no enclosure of the galleries is included in the request before you. This is entirely for the speech reinforcement system. But the new sound system will include accommodations for the galleries.

Senator Montoya. Each gallery seat?

Senator JORDAN. Yes. There will be a small loudspeaker for each two seats in the gallery. But each Senator's desk will have its own small loudspeaker.

MAKEUP OF SOUND SYSTEM

Senator MONTOYA. I am going to try to elicit from the Architect just the exact makeup of this sound system. Would you address yourself to that, sir.

Mr. STEWART. I would like to call on Mr. Walter Rubel to discuss this first item. He worked closely with the committee and the consultants in designing the system.

Mr. RUBEL. The proposed installation is not what is commonly classified as a public address system, utilizing a single microphone in conjunction with a minimum number of loudspeakers to cover a widely dispersed audience.

The proposed speech reinforcement system will disseminate the speaker's voice in its natural tones at minimal volume. However, there will be sufficient volume for all listeners to hear the spoken words.

This objective can be accomplished only by having a large number of low volume loudspeakers distributed throughout the Chamber, instead of the more conventional method of having two or three high volume loudspeakers. The intention is to provide reasonably uniform sound levels from the front row of seats to the back row of seats, from the east side to the west side of the Chamber floor, and throughout the galleries. Each Senator's desk will be equipped with a so-called lavaliere microphone.

Senator MONTOYA. What does that mean?

Mr. RUBEL. A lavaliere microphone is one that is normally suspended from a cord placed around the neck of the speaker. It doesn't have to be suspended. It can be held in the hand or it can be clipped to a coat lapel if the user prefers or wishes the freedom of both hands.

MICROPHONES

Senator MONTOYA. Why did you go to that instead of having a stationary microphone?

Mr. RUBEL. It was the original recommendation of the consultants to employ a stationary microphone that could be removed from the desk at the end of each session. That has some objections. First of all, it limits the mobility of the speaker to within a very few feet of the microphone's fixed location. Secondly, it takes up room on the desk.

The receptacle in the top surface of the desk and the support for the microphone would introduce encumbrances that could restrict the use of the desk top. Furthermore, a microphone mounted on a support extending above the top of the desk would be more susceptible to accidental damage.

The majority of the Senators that appeared at the Rules Committee hearings saw the stationary type of microphone on a mockup desk demonstrated in the hearing room. The consensus was that a lavaliere microphone would be more appropriate because it would not change the decor of the Senate Chamber. The small loudspeaker, mounted on the shelf of the desk, is in an obscure location.

The lavaliere-type microphone, when not in use, will be held in a retainer mounted on the side of the desk. To use the microphone it will be removed from its retainer. Removal from the retainer will automatically activate the microphone. It will remain activated until it is returned to its retainer. It also provides mobility of 10 or 15 feet in all directions if the Speaker wishes to move about.

It also eliminates all obstructions from the top of the desk. Either type of microphone can be used successfully in the Senate Chamber. The selection is a matter of choice, independent of technological considerations.

Senator MONTOYA. May I ask, Senator Jordan, this question.

Has the committee thought about the choice of lavaliere microphone which is flexible in movement and the stationary microphone. Have you made any choice on that?

Senator JORDON. Yes, we did.

Senator MONTOYA. And an evaluation also?

Senator JORDON. Yes, we did. We considered both of those items and the sample desk is still over in the Rules Committee, and we had this permanent microphone fixed about this high and we had the lavaliere type also. As Mr. Rubel pointed out, if you had the permanent type fixed, it would restrict you to a very small area, where you couldn't move around. The lavaliere type will permit a Senator to move 15 feet, I think.

Mr. RUBEL. At the maximum.

Senator JORDON. It is on a retractable cord which runs back and forth on a reel, so you can pick up the microphone and walk around while speaking. We asked every Senator to appear and witness this, and state his preference and what he would think would best serve his personal situation.

They unanimously accepted this type which you can hook in your clothes or carry, and when you get through with it you put it back in the holder.

In addition the microphone under this plan does not pick up any noise or sound until you remove it from the holder. In other words, if you are talking to your neighbor and I am talking to my neighbor on the Senate floor, that is not recorded unless you have your microphone in your hand.

That is a very important feature, because it could multiply a lot of noises and conversations which you wouldn't want to have scattered all over the Senate Chamber and the galleries.

STATIONARY MICROPHONE: OBJECTION

Senator MONTOYA. The stationary microphone would do that, wouldn't it?

Senator JORDON. It would pick up all of the information around, and all of the noise around and be broadcasting that.

Mr. RUBEL. If I may say so, Mr. Chairman, that circumstance can be controlled to a fair degree by the design of the microphone selected. Microphones generally are available for three different directional responses; namely omnidirectional, bidirectional or unidirectional response. The selection should be made to suit the prevailing conditions. Unfortunately, in spite of all of the technological advancements, in any branch of science or engineering, we still cannot attain the ideal situation.

The lavaliere microphone in my opinion is appropriate for this installation mainly because it allows greater mobility for the speakers.

LAVALIERE MICROPHONE

Senator MONTOYA. Do you know of any other legislative body in the country that uses this type?

Mr. RUBEL. Yes, sir.

I think it is used in your State legislature, Senator Jordan, and I know they are using it in Albany, N.Y., and in many other places. But it does involve a number of mechanical devices, such as the retractable reel and cord, which will require more attention and maintenance than a stationary microphone.

Senator JORDAN. It was felt also, Mr. Chairman, with the stationary type, Senators, in coming in and going out, might bump against the microphone, because you know the space is not very great in those aisles. So we agreed the lavaliere would serve best. We were advised that the engineers retained were the best in this particular field that could be had. They were out of Boston, Mass., I believe.

Mr. RUBEL. They came out of Cambridge, Mass. They are among the outstanding acoustical engineers of the country.

Senator JORDAN. The Senators appeared before the Rules Committee to look at these different types. Nearly all of them objected to the appearance of the stationary type sticking up on their desk. It would change the decor of the Senate Chamber and they would not wish to do that.

Senator MONTOYA. I wanted to clear the record because I will probably be asked a lot of questions on the floor on this particular item, as to how the choice was made, and that is why I am trying to refurbish the record on this particular point.

Senator JORDAN. Mr. Chairman, I want to say again that I personally wrote a letter from the Rules Committee to every Senator, asking him to appear if he wished, to state his preference and make any suggestions which he might want to make. We had the engineers there to answer any questions. This was the answer that came from I believe all of them

INSTALLATION TIME

Senator MONTOYA. How soon is this expected to be installed?

Mr. RUBEL. As Senator Jordan mentioned before, the installation must be made at the convenience of the Senate, obviously, when they are not in session. For that reason the majority of the work will have to be done at night or on Saturdays and Sundays.

Senator MONTOYA. We are going into adjournment very soon.

Mr. RUBEL. Unfortunately that circumstance will not expedite the work. Once the money is appropriated, the consultants will be directed to prepare the final specifications for the procurement of the equipment. Then the Architect wil solicit competitive bids for the procurement of the equipment. This procedure will take 2 or 3 months. Once the equipment is ordered, the delivery will be relatively short. I expect most of the equipment will be delivered within 4 weeks after award of contract.

The actual time required for completion will be dependent upon the availability of the Senate Chamber. Under normal conditions I would expect that the Architect's technicians should be able to complete the installation work in 3 or 4 months after the major components are delivered by the successful bidder.

Mr. Chairman, there is one question that may arise if some Senators express a preference for the stationary-type microphone. The two types—that is, the lavaliere and stationary types, cannot be used in combination. Either type must be used exclusively because the characteristics of the two types are not compatible.

Senator MONTOYA. Is there anything else you wish to add on the discussion of this item?

Mr. STEWART. I have nothing further.

LETTER REQUESTING FUNDS

Senator MONTOYA. You have a statement here or a communication addressed to me on this particular item, and without objection it will be made a part of the record.

(The letter follows:)

ARCHITECT OF THE CAPITOL,
Washington, D.C., July 22, 1969.

Hon. JOSEPH M. MONTOYA,
Chairman, Legislative Subcommittee,
Committee on Appropriations,
U.S. Senate.

MY DEAR MR. CHAIRMAN: The total appropriation requested for the fiscal year 1970 for "Capitol Buildings", explained in our prepared Justification Book, is in the amount of $2,032,400, which includes an original Budget request of $2,021,000 and a Budget amendment request of $11,400 contained in H. Doc. 91-100.

Since preparation of this Book, we have been directed by the Chairman of the Senate Committee on Rules and Administration to present to your Committee a request for an additional $125,000—increasing our total request for 1970 for "Capitol Buildings" from $2,032,400 to $2,157,400. The $125,000 increase is explained as follows:

Speech reinforcement system for U.S. Senate Chamber..... $125,000

On April 15, 1969, the Senate agreed to S. Res. 167. This Resolution authorizes the Architect of the Capitol in conjunction with the Sergeant at Arms of the Senate to install a speech reinforcement system and auxiliary appurtenances in the Chamber of the United States Senate, subject to the approval of the Com-

mittee on Rules and Administration, and also authorizes appropriation of the necessary funds to carry out the purposes of the Resolution.

A detailed explanation of the system authorized to be installed is contained in Senate Report No. 91–114, March 24, 1969, on S. Res. 167. The proposed system is based on an appropriate analysis of speech reinforcement requirements of the Senate Chamber made by Richard H. Bolt and Robert B. Newman, acoustical consultants of Cambridge, Massachusetts, engaged by the Architect of the Capitol by contract, May 6, 1968, at the direction of the Senate Committee on Rules and Administration, to make an in-depth survey of the Senate Chamber problem and to prepare and submit to the Architect of the Capitol a report containing their recommendations and estimate of cost for installing a suitable speech reinforcement system. Their report, recommendations, and estimate of cost were incorporated in the afore-mentioned S. Rept. 91–114.

Following the Senate's agreement to S. Res. 167, the Senate Committee on Rules and Administration gave consideration, at a meeting held by the Committee on June 12, 1969, to several modifications and additions proposed by Committee Members and other Senators to be incorporated in the system described in S. Rept. 91–114, and found that the modifications and additions suggested can be adapted to the proposed speech reinforcement system without difficulty. The total cost of the system recommended, including such modifications and additions, is estimated as $125,000.

The Committee having satisfied itself that the system proposed will be the most modern, effective, and up-to-date that our technology can produce, unanimously directed the Sergeant at Arms and the Architect of the Capitol to request the necessary funds from the Appropriations Committee, subject to concurrence of the Majority and Minority Leaders of the Senate, and to proceed with the project when such funds became available.

We are now advised by Senator Jordan, Chairman of the Senate Committee on Rules and Administration, that both the Majority and Minority Leaders have approved submission of the Budget request in the amount of $125,000 for this project at this time.

Accordingly, request for appropriation of an additional $125,000 under the "Capitol Buildings" 1970 revised Budget request is hereby submitted to your Committee.

If this amount is approved by the Committee and provided in the Legislative Branch Appropriation Act 1970 when enacted, it is proposed that the Architect of the Capitol will then immediately engage, by contract, the services of Messrs. Bolt and Newman as acoustical engineering consultants for the professional services required to carry out the provisions of S. Res. 167. Such services will be rendered in two phases.

Under Phase I, the consultants (1) will provide professional assistance for the design, installation, operation and testing of an experimental mock-up system to be installed temporarily, by government personnel, in the Senate Chamber, and will test, adjust and demonstrate the operation of the mock-up installation and evaluate its performance; (2) will develop and complete the design of the speech reinforcement system recommended; (3) will prepare working drawings and functional diagrams suitable for installation by government personnel of the recommended speech reinforcement system; (4) prepare drafts of specifications for procurement by competitive bidding procedures of major system components; (5) will evaluate bids received from prospective suppliers of the specified system components and make recommendations pertaining thereto to the Architect of the Capitol.

Under Phase II, following award of a contract or contracts for the system components, the consultants will perform professional supervisory services associated with (1) the installation of the system by government personnel and (2) the testing and adjusting of the completed installation, and instruction of government personnel in the operation of the system when completely installed.

The Architect of the Capitol has from the inception of this project worked in close collaboration and consultation with Mr. Dunphy, Sergeant at Arms of the Senate, and proposes to continue such close collaboration and consultation until completion of the project. Mr. Dunphy is in complete agreement with the procedures and results to date and joins the Architect of the Capitol in strongly endorsing this Budget request.

In order to carry out the provisions of S. Res. 167, all that is necessary is for the required amount of $125,000 to be included in the "Capitol Buildings"

appropriation, without need for any separate identifying language in the appropriation text.

Attached hereto is a concise description of the system proposed to be installed.

Sincerely yours,

J. GEORGE STEWART,
Architect of the Capitol.

DESCRIPTION OF PROPOSED SPEECH REINFORCEMENT SYSTEM FOR THE U.S. SENATE CHAMBER

The speech reinforcement system proposed for the Senate Chamber is *not* a conventional public address system conveying speech at high levels from a few loudspeakers. On the contrary, the installation developed by the acoustical consultants will transmit naturally spoken words at an intelligible sound level in all parts of the Senate floor and the Galleries under the prevailing adverse conditions. In the system proposed, numerous low-level loudspeakers distributed as hereinafter described will provide, in effect, individualized sound reception for each and every listener.

Ordinarily good intelligibility of natural speech can be obtained if the persons listening are in front of and facing the speaker. The geometrical characteristics of the Chamber and its seating arrangements for Senators and visitors seldom permit this ideal condition to prevail. Therefore, poor intelligibility now is a reality in many areas, both on the Chamber floor and in the Galleries. Additionally, uncontrollable background noises generated within the Chamber, in adjacent corridors, and in other contiguous spaces also interfere with natural speech reception and reduces its intelligibility .

The deficient reception in the Galleries generally, and particularly in the Gallery opposite the Rostrum where the view of the floor is largely obscured by the Gallery rail, can only be corrected in an acceptable manner by a speech reinforcement system of the type recommended by the consultants. The unsatisfactory reception in the Galleries produces frequent complaints from visitors and also from constituents who come to the Capitol to listen to their Senator's remarks.

To accomplish optimum speech intelligibility on the Senate floor it is proposed to provide a lavaliere microphone and a low volume loudspeaker for *every* Senator. The microphone will be of the type that would afford each speaker the choice of holding the microphone by hand or securing the microphone by a neck cord or garment clip. This type of microphone equipped with a retractable extension cord will permit a substantial degree of movement within the vicinity of a Senator's desk. When not in use, the microphone will be retained in an inconspicuous holder mounted on one side of the desk and located slightly below the desk top. With the microphone in this location there will be no impairment of the desk-top space, nor any desecration of the aesthetic qualities of the Chamber.

A Senator desiring to use the speech reinforcement system will merely pick up his microphone and speak in his natural manner. As stated, the Senator may continue to hold the microphone in his hand, or suspend it from a neck cord or garment clip to suit his convenience. The microphone will automatically be activated when removed from its desk retainer or holder. Functionally, this operation will be equivalent to lifting a conventional telephone receiver from its instrument base.

A small loudspeaker, housed in a custom-built enclosure specially designed and finished so as not to be readily seen, will be mounted at one end of the shelf on each desk without encroaching on the kneehole space. Each desk-mounted loudspeaker will be equipped with an individual volume control device, adjustable to suit the listener's desires. Additional microphones and loudspeakers will be provided for the Presiding Officer, and for other Senate Officials seated at the rostrum. For distinguished visitors addressing the Senate, a floorstand microphone will be made available in the vicinity of the Rostrum when needed.

Speech intelligibility throughout the Galleries will be effectively accomplished by a wide distribution of small loudspeakers, housed and mounted in an inconspicuous manner. As a general rule, there will be one microphone for a pair of Gallery seats.

A specially-designed console operated by trained personnel will be located behind the Gallery rail at one end of the Press Section. This location will provide for full observance by the operator of the floor proceedings.

Listening facilities in the form of ear pieces, ear phones, or hand-held receivers designed for convenient individual use of Senators will be provided in the

Cloak Rooms, in the Marble Room and in the Lobby behind the Rostrum. Additionally, a small loudspeaker with local volume control will be provided at the Page Desk in each Cloak Room.

ADDITIONAL OFFICE SPACE

Senator MONTOYA. You may proceed, Senator Jordan.

Senator JORDAN. Mr. Chairman, I am sure you know that for the last several years, there has been a very serious shortage of space in the Senate Office Buildings and in the Capitol, for the Senators to operate their offices and for the committees and subcommittees to carry on their work and there simply is not enough space to house all of the people that are working here adequately.

Last year, in my capacity as chairman of the Subcommittee on Buildings and Grounds of the Public Works Committee, I sent a letter to every Senator asking him if he needed additional space and requesting that he give me some information as to how much, because we didn't have a complete list of the people who had asked for additional space.

I sent a letter also to the chairman of every subcommittee and every full committee. Then I held hearings in the Public Works Committee, along with the other members of the Subcommittee on Buildings and Grounds.

From the letter I sent out, I got back replies from 72 Senators, and I have a list of them right here, who said that they needed more space, and 25 of the standing committees and subcommittees said they needed more space.

The hearings bore that out. Last year, as you will remember, legislation was introduced in the Senate authorizing acquisition of the property to the east of the New Senate Office Building. The bill passed the Senate and the House turned it down in the last few days of the last session.

The situation this year, as far as space is concerned, is worse than last year. We have some Senators whose quarters are split between this building and the old building, simply because all space is being used to capacity. We have subcommittees that are constantly borrowing each other's rooms and it is a very serious situation.

PROPERTY ACQUISITION AUTHORIZATION

This year we have attached the authorization for purchase of this property to S. 7, the Federal water pollution control bill, and we also have the authorization language in the appropriation text before you. So we hope the authority and funds to acquire this remaining property, right next to this building here, will be granted.

USE OF CAPITOL HILL APARTMENT

This Capitol Hill apartment which is 30 feet or so from this building is exactly in line with C Street in front of us here.

The architects have drawn a sketch at my request to show how ramps could be constructed from this building over the driveway into the corridor of the apartment house. I believe they said it would cost

about $27,000 to do that. This building has 58 apartments in it, and it has elevator service, and it has window units for air conditioning.

It meets the fire standards of the District of Columbia, and it could be put to use immediately with very little expense, to move a lot of subcommittees or other Senate functions over there.

In going over these two buildings, trying to locate space for Senators we find that there are a great many rooms used just for records. They have to have those records. You can't run a committee without records, filing space, cabinet space, and the attics, if you go up on the seventh floor here, you will find the attics are pretty well full in this building, too.

We think the purchase of this property and the use of the apartment house will be a very economical way to immediately get some space for urgent needs of the Senate.

Senator MONTOYA. Would the use of the building relieve some of the space or release some of the space that we have here, which is being utilized by committees and enable Senators to use that space?

Senator JORDAN. Yes.

Senator MONTOYA. That is what you have in mind?

Senator JORDAN. Yes; I checked on that, and my staff has checked on it, and we know of several subcommittees who would not object to having their whole committee moved over there or certainly parts of it, where their records could be kept in their file cabinets. I know of one subcommittee which comes under my jurisdiction, that could be moved over there without any inconvenience whatsoever.

VACATING OF PREMISES

Senator MONTOYA. Are you willing to do battle with the doctrine of squatters rights around here?

Senator JORDAN. That is right.

Senator MONTOYA. It is pretty hard to beat that system, isn't it?

Senator JORDAN. Yes. As you know, we have some Senators living over in the area to be acquired. We would not disturb them until such time as a new office building is authorized. In the meantime, their rent would be collected by the Architect and the income would come to the Government. The only building we would plan to use now is this particular apartment building.

But we do want to acquire the rest of this land which we need and which should have been acquired a long time ago. You know we need parking space around here badly, too.

The property to be acquired does not take in the Belmont House which is on the corner down there. That is a historic landmark and we will leave it in its present ownership. The ladies of the organization using it are very much concerned about it being preserved, so we do not intend acquiring it.

AUTHORIZING LEGISLATION

Senator MONTOYA. Has the authorizing legislation been passed?

Senator JORDAN. It was passed last year in the Senate and the House defeated it, right in the last week.

Senator MONTOYA. Has the Senate passed it again this year?

Senator JORDAN. No; not to date, but since the Senate passed it last year, we think we can get it through in one manner or another.

LIBRARY OF CONGRESS JAMES MADISON MEMORIAL BUILDING

Senator MONTOYA. What else do you have? Have you a statement on the Library of Congress, Senator Jordan?

Senator JORDAN. Yes, sir.

Senator MONTOYA. Would you address yourself to that.

Senator JORDAN. The Librarian and several of his associates are here and prepared to speak to these items. I will start on the proposed Madison Memorial addition to the Library of Congress.

Square 732, which is just east of the Cannon Building and south of the main Library building, has been dedicated by the Congress as the site for construction of the Madison Memorial Library of Congress building.

The Library has long ago reached the maximum capacity of its present buildings. We are renting space in several locations for Library purposes. I believe the figure now for the space rented in Washington for the Library is $1,600,000 a year. We are spending that money in the Washington area to store books, and so forth, and every year we have to rent some more space, because this Library, like any other great Library, must continue to grow.

The collections are so spread out now, the public does not know where to go. They usually start at the Library buildings here and they might have to go to some other location. Books should be stored under constant heat-humidty control and that is not possible under the present conditions.

The operating space of the present Library is completely inadequate. They have had to partition off certain sections up around the gallery in order to provide space temporarily until a third building can be constructed. You know this if you have looked at it recently.

Senator MONTOYA. I certainly have.

Senator JORDAN. That just had to be done to gain some operating space for the employees. The Librarian and his staff are doing a good job with the space they have, but they certainly must have more space.

LEGISLATION BACKGROUND

Now, as you are aware, the Madison Memorial Commission was set up many years ago by an act of Congress and action of the President. For a good many years the Madison Memorial Commission wanted to build a memorial to President Madison.

Well, that was fine. But it wound up in a proposal to construct a typical monument-type building.

Finally after discussions among members of the Joint Committee on the Library and the Madison Memorial Commission and others concerned, it was agreed that we should combine the Madison Memorial and the new Library of Congress Building. The Congress then enacted legislation to make this possible in October 1965.

With that much behind us, we directed the Architect of the Capitol to hire the design architects to draw up preliminary plans, sketches, cost

estimates, and models. The amount of $500,000 was appropriated toward that purpose.

The architects were employed and they have drawn up preliminary plans and sketches which were approved by the Joint Committee on the Library, the Senate Office Building Commission, the House Office Building Commission, and the James Madison Memorial Commission. All of whom were given certain authority and responsibility under the enabling legislation.

Now we are up to the stage where the next step would be to have the appropriations to sign a contract with the architects to prepare the contract plans and specifications to carry out the approved preliminary drawings and to commence the excavation and so forth.

The Library itself has employed a gentleman who is a specialist on libraries and what goes into them. Their requirements are different and the space allocations, operations, and so forth are different.

DESIGN OF BUILDING

Senator MONTOYA. And the weight factor is different.

Senator JORDAN. It has a great deal to do with it. Dr. Mumford and his specialist, Mr. Rohlf, are here and can speak to that point. Mr. Rohlf has visited libraries all over the United States, new libraries and the best methods that have been employed, and he worked with the architects who have drawn up these preliminary plans to provide the best operating conditions that can be provided in a modern library.

I would like Dr. Mumford and his associates to speak at this time if it suits you, sir.

CONSTRUCTION PROGRAM

Senator MONTOYA. Yes, Senator Jordan.

I would like to try to elicit for the record certain answers, such as, first, I understand that it is contemplated that we go into a three-stage construction program. I would like to have Dr. Mumford just explain for the record what this three-stage construction program entails and what the time element might be.

Dr. MUMFORD Essentially, a three-stage construction contract will mean saving quite a bit of time, as compared to a single contract. It is what is called a split contract. I will ask Mr. Rohlf, our building coordinator, to explain in more detail.

CONSTRUCTION CHART

Mr. ROHLF. The associate architects for the project have drawn up a chart which with your permission I would like to insert in the record to show the timing of this.

Senator MONTOYA. That will be inserted.

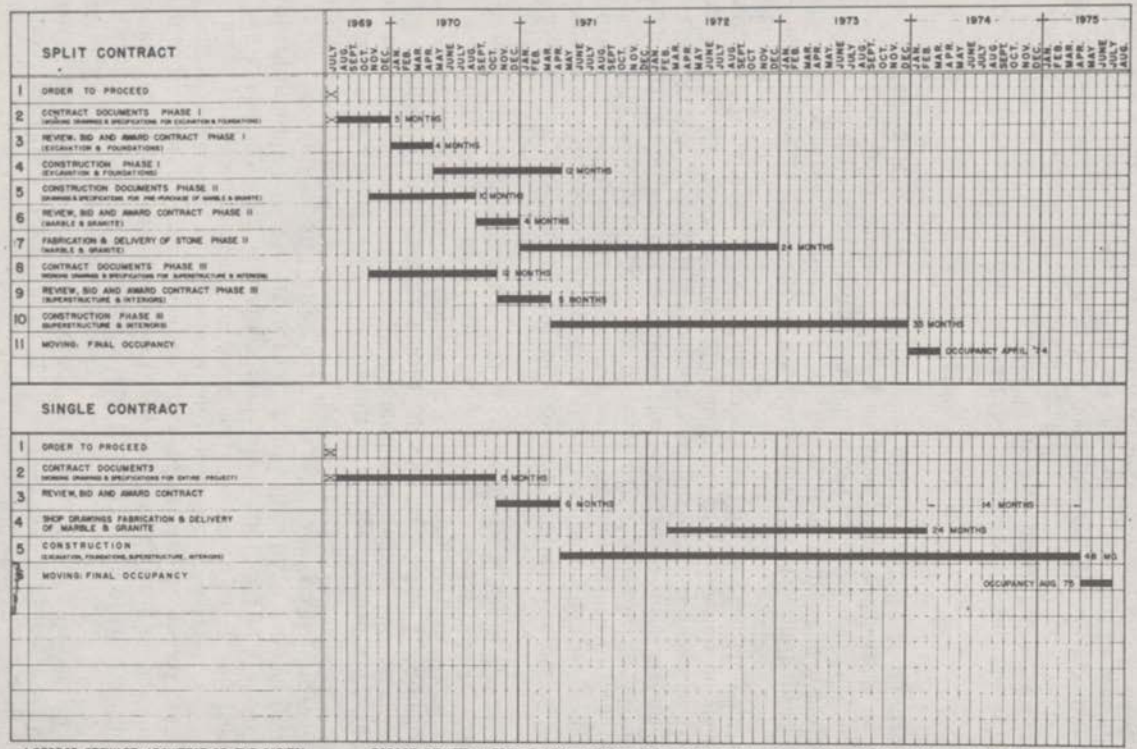
(The chart follows:)

PROJECT
TIME SCHEDULE

PROJECT TITLE: LIBRARY OF CONGRESS
JAMES MADISON MEMORIAL BUILDING

LOCATION: WASHINGTON, D.C.

DATE: APRIL 8TH 1969



J. GEORGE STEWART-ARCHITECT OF THE CAPITOL

ROSCOE DEWITT- ALFRED EASTON POOR- ALBERT HOMER SWANKE- JESSE M. SHELTON- A.P. ALMOND-ASSOCIATE ARCHITECT

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THREE-PHASE CONTRACT PROGRAM

Mr. ROHLF. Under the single contract the architect would begin to do the final working drawings and specifications and before any other work could begin on the project they would have to complete this in total, and then go out for bids.

This means that the excavation would have to wait until the final construction contracts are completely drawn, and the construction work would then have to wait until the excavation was done and in the final process everything would be waiting one step at a time.

They have proposed instead to do a split contract in which they would begin the working drawings and when they reach a certain point approximately 5 to 6 months, they would then have enough facts to begin the excavation, and an excavation contract could be drawn up and let out for bid.

While this was going on, the working drawings would continue. As soon as the excavation was completed and while the working drawings were continuing, they would be able to let the foundation contract, and then the foundation work could begin before the final drawings were actually completed. They would also be able to preorder the exterior masonry work which takes about 2 years approximately on schedule.

By doing it this way, in other words, by doing several items at the same time within an orderly sequence, they estimate that they will gain approximately 16 months on the occupancy of the building. This means we would be able to move out of some of these rental buildings 16 months earlier and be able to relieve the pressure on the Library 16 months earlier. And hopefully, if escalation continues, the cost of the building will be less than to wait and do it all at one time and have each stage wait for the next one for completion. This is what they have recommended.

They have estimated and shown on the chart if they could do this under the split contract, which is what the current request is for, the Library could occupy the building in April of 1974.

If they had to do it under a single contract, the occupancy date would be moved back to 1975, a difference of approximately 16 months.

AUTHORIZATION

Senator MONTOYA. It is estimated that the project cost would be as of now $90 million. Yet the authorization is for $75 million. Do you intend to ask for an additional authorization?

Dr. MUMFORD. Mr. Chairman, it has been pointed out in testimony before the House Committee, that it is very difficult, if not impossible to tell precisely what the cost of a building may be until you have the final working drawings. Those estimates prepared from preliminary plans may or may not be accurate.

In any event if the building could not be built for the authorized $75 million, there would either have to be some modifications made to the building to make it cost less, or we would seek higher authorization.

ADDITIONAL ACCOMMODATIONS

Senator MONTOYA. One thing is certain, and that is that this particular space is sorely needed by the Library of Congress.

Dr. MUMFORD. Yes, sir; as you have mentioned, you have seen the congested condition in which we are now living.

Senator MONTOYA. I have seen those gallery enclaves up there.

Dr. MUMFORD. We are literally bursting at the seams for space for the collections. I am not sure we showed you any of the stack areas that have books on the floors because there is no space to put additional shelving. It makes it extremely difficult, if not impossible, for deck attendants to locate the book the reader is asking for. In order to have working space for the staff we have had to erect partitions in the gallery of the main reading room, the mezzanine of the Great Hall, and throughout other exhibit and stack areas in the two buildings.

The space that was intended for exhibit purposes has had to be taken over for work space. As Mr. Rohlf has indicated, we are now dispersed in many locations outside of Capitol Hill. We have reached the limit of activities that can be disbursed without tremendous inconvenience. Those activities which we have moved out, as Senator Jordan has indicated, results in great inconvenience in service, as well as being very uneconomical.

SPACE RENTED OUTSIDE OF LIBRARY

Senator MONTOYA. How much space are you utilizing outside of the limits of the Library proper and what is that cost of that space on a per-square-foot basis?

Mr. ROHLF. On a per-square-foot basis the cost varies considerably because our buildings are negotiated through GSA. On one building it is approximately $2.46 a square foot, and on another building it is about $4.60 a square foot.

Senator MONTOYA. Is it similar space?

Mr. ROHLF. No; one is an office space, a new office building in Crystal City.

Senator MONTOYA. That is the $4.60?

Mr. ROHLF. Yes; and the other is a semiwarehouse and partial office space that we are using for the Geography and Map Division, and that is the least expensive space we occupy. We are paying various rents in between these figures, depending upon the building itself.

SQUARE FOOTAGE BEING LEASED

Senator MONTOYA. Give me the total square footage that you are leasing now, the total cost and then we will average out the space cost.

Mr. ROHLF. We had that in another hearing.

Senator MONTOYA. I am trying to work out a justification for amortization.

Mr. ROHLF. At the moment it is 513,997 square feet.

Senator JORDAN. That is under lease.

RENTAL COSTS

Mr. ROHLF. The rental costs for fiscal year 1970, are estimated to be $998,000, to be paid by the Library and an additional $670,555 which is being paid by General Services Administration or a total of $1,668,555.

In addition to this, there is $152,801 maintenance cost in federally owned buildings. For example, we occupy two buildings in the Navy Yard Annex, and they are rent free, but there are maintenance costs that have to be paid.

Senator MONTOYA. You would have to pay maintenance costs for these, too.

Mr. ROHLF. Instead of rent we are paying maintenance costs on the Navy Yard building.

RISE IN CONSTRUCTION COSTS

Senator MONTOYA. That comes out to a round figure of approximately $3 a square foot for all of the space that you are leasing. That is 513,997 square feet, costing you $1,668,555.

Then we have to face the additional possibility or certainty, I should say, that as we delay this construction the cost of construction increases yearly between 6 and 12 percent, is that about right?

Dr. MUMFORD. Yes, that is about right.

Senator MONTOYA. Now, the increase has skyrocketed this year because of the cost of money.

Dr. MUMFORD. I would like to emphasize, Mr. Chairman, that the higher estimate for the cost of construction of this building over and above the amount that was authorized is due solely to escalating costs, and not to any change of plans or erroneous estimates.

LEASED SPACE TO BE RELINQUISHED

Senator MONTOYA. How much of the present space which you are using outside of the Library proper would be abandoned, or would it all be abandoned?

Dr. MUMFORD. It is our intention, Mr. Chairman, to bring these activities back to Capitol Hill once this third building is constructed.

Senator MONTOYA. And to do away with all of your leasing outside?

Dr. MUMFORD. Yes, sir.

Senator JORDAN. May I add a point there. It is anticipated that this building will house the need of the Library for the next 20 to 25 years, as the best estimate that can be made. We don't want to build a building that will not provide some expansion.

OTHER COSTS INVOLVED

Senator MONTOYA. I think that is a wise thing to do.

Now, what about the overhead for this building. You will need some overhead for this, continuing appropriations every year. Have you figured that one out?

Dr. MUMFORD. For the proposed third building, you mean?

Senator MONTOYA. Yes.

Dr. MUMFORD. There would be some additional cost in staff, such as maintenance personnel and guards. We have not arrived at the detailed figures on what that might be, but in our planning we have carefully redistributed the collections and activities that would be located in the third building and those that would remain in the main building and the annex.

We have not, however, arrived at any precise figures as to the additional staff that might be required.

Senator MONTOYA. I think we have quite a record, Senator Jordan, on this thing. We went into it on the Library of Congress testimony some time ago, and I presume you have some statements here today on this particular item.

PREPARED STATEMENT

Dr. MUMFORD. I had a brief summary statement, Mr. Chairman, but most of the points in it have been brought out in this discussion, if I may submit it for the record.

Senator MONTOYA. You may do that.

(The statement follows:)

Mr. Chairman and Members of the Committee: As I testified when I appeared here on July 15 on behalf of the Library of Congress' fiscal 1970 budget, I consider the request for funds for the proposed Library of Congress James Madison Memorial Building to be the single most important item requested this year with respect to the future development of the Library of Congress.

As you know, Public Law 89-260, signed on October 19, 1965, authorized an appropriation of $75,000,000 for construction of a third Library of Congress building to be named The Library of Congress James Madison Memorial Building.

Public Law 89-309, signed October 31, 1965, appropriated $500,000 for preliminary plans and specifications for the building. A contract was entered into by the Architect of the Capitol, after approval of the Congressional Coordinating Committee responsible for the overview of the construction, with the Associated Architects, DeWitt, Poor, and Shelton, in June 1966. On August 25, 1967, the preliminary plans and designs that had previously been approved by the several Congressional Committees involved were presented in a Washington press conference by Senator B. Everett Jordan of North Carolina, Chairman of the Congressional Coordinating Committee.

Since that time two requests for funds for final plans and specifications have been made but these requests were deferred without prejudice.

The space situation at the Library has continued to worsen and we have been forced to disperse our activities to several outside locations, thus hampering service to the Congress, Government agencies, libraries, and to the public. We have now reached a point where further dispersion will have serious effects on our ability to serve as the Library of Congress and the national library of the United States. Dispersion of the Library's services is not only inefficient but costly. The Government is spending, for example, $1.6 million in annual rental costs alone.

One compelling reason for the appropriation of the $18.4 million request is that it is not fiscally sound to continue to delay this item. I do not believe that anyone doubts the Library's need for the building, and with rising construction costs, further delay will result in increased costs.

The request before you, if approved, would allow for final plans and specifications, and would permit the Architect of the Capitol to enter into contracts for excavation and foundation work and for ordering the masonry for the exterior of the Madison Building. This request would permit construction in several phases without delays between contracts; would reduce the ultimate cost of the project by avoiding from 12 to 16 months additional escalation costs; would

permit occupancy earlier than the single-contract construction schedule; and therefore would effect reduction in temporary rental costs being incurred by the Library of Congress.

I urge strongly that this Committee approve the appropriation of these funds for the James Madison Memorial Building.

STATEMENT OF ARCHITECT OF THE CAPITOL

LIBRARY OF CONGRESS JAMES MADISON MEMORIAL BUILDING, $18,410,000

Authorizing Legislation.—This project is authorized by Public Law 89–260, approved October 19, 1965.

Contract Authority.—The Authorization Act does not permit contracts to be let or other obligations to be incurred prior to the appropriation of funds therefor, with the result that the full cost of such contracts and obligations must be appropriated before the contracts and obligations may be incurred.

Limit of cost of project: Public Law 89–260 fixes the limit of the project as	$75,000,000
Amount of authorization appropriated to date: An appropriation for preparation of preliminary plans, estimates of cost, and necessary models was provided in the Supplemental Appropriation Act, 1966, in the amount of	500,000
Balance authorized to be appropriated	74,500,000
Amount requested to be appropriated for the fiscal year 1970	18,410,000

Control of Project

Under the provisions of Public Law 89–260, final control over the design and construction of this building is vested in the House Office Building Commission, the Senate Office Building Commission, and the Joint Committee on the Library, acting as a joint body. The Architect of the Capitol is charged by law with responsibility for the preparation of plans and the construction of this building, subject to the direction of this joint body. The total membership of these two Commissions and one Committee is 22. The total membership of the James Madison Memorial Commission, required to be consulted in development of the design of the Madison Memorial Hall to be located within the building, is 12.

In view of the several Congressional Commissions and Committee involved in the project, a Coordinating Committee was established representing these various Congressional groups, to work closely with the Architect of the Capitol and the Librarian of Congress in carrying forward the project. Senator B. Everett Jordan, formerly Chairman and now Vice Chairman of the Joint Committee on the Library, was elected as, and is now serving as, Chairman of the Coordinating Committee.

Appropriation provided

An appropriation of $500,000 was provided in the Supplemental Appropriation Act, 1966, for the preparation of preliminary plans and estimates of cost for the project. These plans and estimates of cost were prepared and completed in the summer of 1967 by Roscoe DeWitt, Alfred Easton Poor, Albert Homer Swanke, Jesse M. Shelton, and A. P. Almond, retained by the Architect of the Capitol at the direction of the Coordinating Committee as the architects for the project, with the concurrence of the parent commissions and committee designated in the authorization act. These preliminary plans and estimates of cost, including preliminary plans prepared by George Nelson and Gordon Chadwick of New York, retained at the direction of the Coordinating Committee, as exhibits consultants for the Madison Memorial Hall, received final approval by all the Commissions and Committees designated in the authorization act in August 1967. During the planning stage, a committee designated by the American Institute of Architects was consulted, as required by the authorization act.

Appropriations denied

At the direction of the Chairman of the Coordinating Committee, concurred in by the parent Commissions and Committee, an appropriation of $2,800,000 was requested, but not allowed, for the preparation of contract plans and specifications, for inclusion in the Supplemental Appropriation Bill, 1968; and again requested for inclusion in the Legislative Branch Appropriation Bill, 1969.

In acting on the Supplemental Bill 1968, the request for $2,800,000 was not allowed by the House Appropriations Committee; was included in the Bill by

the Senate Appropriations Committee and retained in the Bill as passed by the Senate; but was deleted from the Bill in conference, with the following statement:

"Strike out the provision in the Senate bill that would have appropriated $2,800,000 for plans for the James Madison Memorial Library of Congress building. This action is recommended without prejudice to the merits of the project."

In acting on the Legislative Branch Appropriation Bill 1969, the request for $2,800,000 was disallowed by both the House and Senate Appropriations Committees. The House Report contained the following statement:

"In connection with the proposed James Madison Memorial (third) Library building, a $75 million project, the Committee has again deferred without prejudice the $2,800,000 sought for plans and specifications. It is the same proposition considered by the committee last December and laid aside in view of the critical budget situation.

"There seems to be no question about the Library needing a third building. The Library continues—inevitably—to grow. Annual space rental costs now approach $1 million, and the Library keeps looking for more available and suitable space. But the budget situation is worse than it was last December, leaving the committee little justifiable choice in the decision to defer the item."

The Senate Report contained the following statement:

"The budget estimate is in the amount of $2,800,000 and these funds were requested for architect-engineer fees for preparation of contract plans and specifications. The committee has denied the request for these funds at the present time in view of the budget situation."

Current Budget Request

At the direction of the Coordinating Committee, an estimate of $2,800,000 was included, this Fall, in the 1970 Budget requests, for preparation of contract plans and specifications for this project. At the direction of this Committee, a Budget Amendment was transmitted through the Bureau of the Budget, April 24, 1969, revising this estimate, upward, to $18,410,000, pursuant to receipt of the following letter, dated April 2, 1969:

"DEAR MR. STEWART: Pursuant to a decision made yesterday by the Coordinating Committee for the Library of Congress—James Madison Memorial Building Project, I am writing to ask that you submit a revised budget estimate for the project.

"The revised budget estimate would be as follows:

Plans and specifications	$2, 800, 000
Excavation and sheeting	1, 710, 000
Foundation, mat, and walls up to first floor	7, 900, 000
Stone	6, 000, 000
Total	18, 410, 000

"With all best regards,
Sincerely,

B. EVERETT JORDAN,
Chairman, Coordinating Committee for the Library of Congress—James Madison Memorial Building Project."

This estimate is based on figures prepared and furnished by the Associate Architects directly to the Librarian of Congress, pursuant to his request, and submitted by the Librarian to the Coordinating Committee.

The 1970 estimate contemplates constructing the building under three separate construction contracts instead of under a single construction contract. Such a procedure was approved by the Commissions and Committee in charge of the project at meetings held in August 1967. One contract would be let for excavation and sheeting, foundation, mat, and walls up to the first floor; one for quarrying, fabricating and delivering exterior marble, granite or other stone required for the superstructure; and one for the superstructure, itself. The purpose of a 3-stage construction program is to effect a reduction in the time required for construction; to enable earlier completion and occupancy of the building; to effect reductions in temporary rental costs being incurred annually by the Librarian for leasing of space in other buildings now required to meet space shortages in the Library Buildings; to reduce the ultimate cost of the project by avoiding from 12 to 16 months additional escalation costs anticipated to result from necessary delay in award of a single construction contract.

The Associate Architects estimate that 54 months will be required for construction under a 3-phase construction program. The current annual rate of escalation in the cost of construction work is 10 per cent. On the premise that the escalation rate will level off to an average of 7 per cent over the next 4 years based on completion of the building in 54 months, the Associate Architects estimate that the final cost of the project would total $90,000,000, in lieu of the present authorized limit of cost $75,000,000, necessitating an increase of $15,000,000 in the present limit of cost fixed by Public Law 89–260.

Under the 3-phase construction program, it is estimated that $12,410,000 could be obligated in the fiscal year 1970, of which $2,584,000 would be for architectural and engineering fees, $216,000 for administrative and other miscellaneous expenses, and $9,610,000 for excavation and foundation work. The balance, $6,000,000 for the exterior stone, would be obligated in the first half of the fiscal year 1971.

Of the $12,410,000 proposed to be obligated in fiscal year 1970, it is estimated $3,000,000 would be disbursed in that fiscal year. The Associate Architects recommend that the $6,000,000 for stone be included in the 1970 appropriation, in order not to delay invitation of bids and award of a contract for such stone, in the event the 1971 appropriation act is not enacted until the late summer or fall of 1970.

DESCRIPTION OF THE BUILDING

Site: Square 732, bounded on the north by Independence Avenue, on the south by "C" Street, on the west by First Street, and on the east by Second Street.
Building Dimensions:
Above grade: Length 514 feet; width, 414 feet.
Below grade: Length 614 feet; width 495 feet.
Building Areas:
Gross Area, 2,112,492 sq. ft.
Net assignable area, 1,702,904 sq. ft.
James Madison Memorial Hall (included in net assignable area), 15,200 sq. ft.
Floors in Building (from Independence Avenue):
Above grade: Six plus mechanical equipment penthouse.
Below grade: Three.
Building height (from Independence Avenue):
First five floors, 71.5 ft.
Sixth floor, 83.0 ft.
Mechanical equipment penthouse roof, 101.5 ft.

General characteristics of the building:

The proposed building is a marble and/or granite structure covering 60.1 percent of the gross area of the plot measured curb to curb. The building is set back 78 feet from Independence Avenue, 39 feet from "C" Street, and 61 feet from First and Second Streets.

The main public entrance to the building is from Independence Avenue midway between First and Second streets. There are supplemental entrances provided on both First and Second Streets part way between Independence Avenue and "C" Street. Additional personnel entrances are provided on "C" Street.

The building is connected with the Cannon House Office Building by a pedestrian and service tunnel and is further connected with both the Main Building and the Annex of the Library of Congress by a pedestrian and service tunnel.

The building has four main service cores containing vertical transportation, conveyor and pneumatic tube stations, and various service facilities. These four main cores are supplemented by a public core directly at the main entrance from Independence Avenue and by a service core located to the rear of the screened truck dock at "C" Street.

The main entrance at grade level on Independence Avenue is two stories in height; it opens on a public lobby, which serves as an entrance to the James Madison Memorial Hall and to the reading rooms and service areas of the Library. The main entrance lobby continues into the building and terminates in an interior, landscaped court extending from the First Floor through the Third Floor. The interior court is approximately 75 feet by 87 feet; it is artificially lighted and conditioned to provide a point of reference for human scale for the central portion of the building. The James Madison Memorial Reading Room surrounds the court on three sides of the First Floor.

The entrance on Independence Avenue to the lobby of the building is so arranged that visitors may enter the James Madison Memorial Hall without entering the Library proper.

Architecturally, the design of the James Madison Memorial Building is related to the environment of and in keeping with the architecture of the existing Federal buildings on Capitol Hill as is required in the law. Because of site restrictions, plan requirements, and basic considerations of design, the building does not follow the design of any particular contiguous building. The style of the building can best be described as being designed under the classic discipline, yet in keeping with the architecture of the mid-20th century. Because of the space needs of the Library, the building has been extended below grade to the reasonable maximum in order to reduce the size of the structure as much as possible above grade. The Sixth Floor and the Mechanical Floor above have been progressively set back from the sides of the building to reduce the visual bulk of the structure. The set-backs of the building at grade level are somewhat greater on all streets than those of the Cannon House Office Building and are designed to receive decorative planting for most of the perimeter of the building.

The James Madison Memorial Hall is entered from the Main Lobby and consists of (1) a two-story room approximately 46 feet by 60 feet, with a ceiling height of approximately 23 feet, and (2) exhibition areas on the First and Second Floors, which provide display space for Madison documents and memorabilia. The total floor area of the Hall is approximately 15,200 square feet.

The James Madison Reading Room, with its presidential papers and other manuscripts and its rare books, and with its outlook on the landscaped inner court, extends the original concept of the memorial to include the "living memorial"—the research center—that the Madison Memorial Commission envisioned to honor President Madison.

The departments of the Library of Congress that will occupy the Madison Building, according to present plans, are as follows: The Office of the Librarian, the Administrative Department, the Copyright Office, the Law Library, the Legislative Reference Service, the Processing Department, and six divisions of the Reference Department (the Geography and Map, Manuscript, Music, Prints and Photographs, Rare Book, and Serial Divisions).

The building will also include a preservation laboratory for documents and rare books; the Information Systems Office and related computer facilities; and special shelving facilities for part of the collection of the Library.

SPACE ALLOCATIONS

Office of the Librarian

A total of 25,800 square feet is provided for this function, primarily on the sixth floor, but with some service functions on the first floor, all with ready public access.

The sixth floor area is contiguous with the Cafeteria and Dining facilities, which can provide basic services for the private dining rooms. It enjoys the magnificent outlook and terrace of the sixth floor. It maintains privacy with ready access to the working departments of the Library complex.

Administrative department

A total of 89,600 square feet is provided for this department, primarily on the sixth floor, contiguous with the office of the Librarian, but with some service functions on the basement, grade, and first floors.

The Photo Duplication Service is located near the main entrance on Independence Avenue, to maintain ready access by the Public.

The Office of the Secretary, and the Communications Center are located on the sixth floor, adjacent to the office of the director of this department.

Copyright Office

The Copyright office, with an area of 150,790 square feet, will be located principally on the third floor, with certain elements located on the fourth floor, and in the basement.

Law Library

The Law Library, with an area of 179,860 square feet, occupies space for Collections on the sub-basement and basement floors. The Law Reading Room is located on the second floor, adjacent to the landscaped court and accessible to the public from the main entrance lobby.

Legislative Reference Service

The Legislative Reference Service, with an area of 104,700 square feet is located on the second floor. The Congressional Reading Room for the Members of Congress, their families, and staff, is contiguous with the Legislative Reference Services Department, and is located adjacent to the landscaped court.

Processing Department

The Processing Department, with an area of 400,040 square feet, occupies part of the fourth, and extends its occupancy to all of the fifth floor, plus certain areas contiguous with the service facility on the ground floor at "C" Street and at other locations on that level, as well as some office space on the sixth floor. The branch of the Government Printing Office is located with direct access to the truck dock on the ground floor at "C" Street.

Reference Department

The Reference Department, with an area of 503,210 square feet, will be located on the basement, ground, first, and third floors, with extensive public exposure maintained on the first floor, including the James Madison Reading Room, the Serial Reading Room, the Rare Book Room, the Music Reading Room.

In addition to the provisions for the office of the Librarian and the six basic divisions of the Library assigned to this building, provision has been made for:

General building facilities

An Assembly Room for 200 is provided on the sixth floor. A Cafeteria, for approximately 1,000 seats, complete with kitchen and staff lounge, is provided on the southerly portion of the sixth floor, with ready access thereto by escalators, located in the center of the building, and serving the fourth, fifth and sixth floors, where there is the greatest concentration of employees.

The serving areas of the Cafeteria have clerestory windows which give visual relief to these interior spaces.

The table service and private dining rooms are located contiguous with the Cafeteria for common basic service, and the Credit Union is contiguous with one of the Cafeteria lounges for the convenience of employees.

The convenience Snack Room and Lounge for employees, as a supplement of the Cafeteria, is located off the public vertical circulation core, on the ground floor, in the next largest concentration of employees.

The Welfare and Recreation Association is provided for on the sixth floor, contiguous with the Cafeteria.

The Health Room is accommodated on the third floor.

Further requirements have been satisfied as follows:

Miscellaneous

(The areas for which are provided for under the Administrative Department:)

An Information Center is provided in the main entrance lobby on the first floor at Independence Avenue. A public checkstand is provided nearby.

The central guard stations are located near the main entrance from Independence Avenue and on the ground floor with a central sub-station in the center of the sub-basement at the garage, a sub-station in the basement at the entry of the tunnel from the Cannon House Office Building, five sub-stations at the ground floor, located at the four means of egress on that floor, one each on First and Second Streets, and two on "C" Street, and one at the service facility on "C" Street (truck dock), and a central guard sub-station at the main public entrance from Independence Avenue.

Conveyor and message tube stations are provided at each of the four basic service cores, located at the four sectors of the building. (Cores A, B, C, and D.)

Smoking lounges are provided at core B on the first and second floors, at cores A and B on the third floor, and at cores A and C on the fourth and fifth floors.

Provision is made for the central telephone system in the sub-basement.

Storage and supplies are accommodated on the ground floor, conveniently contiguous with the tunnel leading to existing buildings.

The Repair and Binding Shop is located on the ground floor. The Exhibits Preparation Room is adjacent to the James Madison Memorial Hall. Building Operation and Maintenance is housed with Buildings and Grounds on the ground floor.

The Service Area, with truck docks, including nine dock spaces, receiving, fumigating, bailing, and mail and delivery, is located at the center of the build-

ing off "C" Street, directly adjacent to the principal center of vertical transportation for freight.

The important cores of vertical services, four in number, and supplemented by the Public Access and Freight cores, with their attendant facilities have been disposed geographically in the four sectors of the building to minimize horizontal circulation, and to make the vital services which they provide readily accessible.

The building will be air-conditioned, and provided with extensive materials handling and communications facilities. It will be constructed with the mechancal/electrical services on a modular system that will enable easy conversion from book occupancy to personnel occupancy.

James Madison Memorial

The main and public entrance to the Library of Congress James Madison Memorial Building is from Independence Avenue across a paved and landscaped plaza. The great bronze entrance gives onto a two-story, monumental lobby which extends into a three-story landscaped inner court which serves as a focal point of entrance.

The James Madison Memorial Hall is entered from the main lobby, and is a two-story room, approximately 46'-0'' x 60'-0'', with a ceiling height of approximately 23'-0" leading to exhibition areas on the first and balcony floors, which provide display space for Madison memorabilia. The total area is approximately 15,200 square feet.

The Memorial Hall will be provided with an administrative office, private toilets, and a service area and facilities for light refreshments off the easterly end of the hall.

On entering the Madison Memorial Hall, a handsome and dignified two-story room, the visitor will see at the far end a white marble panel reaching from floor to ceiling, and on which will be inscribed the most famous of Madison's speeches. A statute of Madison, on a dark marble plinth, will be placed against this background. The ceiling will be richly coffered and painted, supported on either side of the center aisle by piers. The floor of the Hall will be marble in a simple mosaic pattern.

The lighting will be so designed that an intimate feeling of warmth will prevail in the Hall, with the accent lighting provided for the display cases and windows.

The acoustics of the Hall will be engineered to project a speaker's voice without amplification.

There will be murals on the north and south walls of the Hall depicting the events in the life and times of James Madison. Display cases for the showing of intimate documents will be located in the exhibition areas.

Information and checking facilities will be available to the James Madison Memorial Hall off the entrance lobby.

The James Madison Reading Room, with its Presidential papers and rare books, and with its outlook on the landscaped inner court, will extend the scope of the memorial to James Madison to a point where the public focal point of the Library of Congress James Madison Memorial Building will, in fact, be a memorial to James Madison, where scholars may come and have access to the materials of his and related times.

JUSTIFICATION OF SENATE SITE FUNDS

Senator MONTOYA. I would like to also submit for the record, pages 93 to 98 of the justifications with respect to the additional Senate Office Building site.

(The justification follow:)

Extension of additional Senate office building site---------- $1,250,000

This estimate, submitted at the direction of the Chairman of the Senate Committee on Rules and Administration, provides authorization and funds for the acquisition of all real property in the East Half of Square 725, not presently owned by the Government or under the jurisdiction of the Architect of the Capitol, with the exception of one piece of property, Lot 885, on which the Belmont House, owned by the National Woman's Party and used as the Party's National Headquarters, is located. The total number of Lots proposed to be ac-

quired is six. The West Half of Square 725 is already owned by the Government and is the site of the New Senate Office Building.

The East Half of Square 725 is bounded on the East by Second Street, N. E., on the West by the alley adjacent to the Senate Office Building, on the South by Constitution Avenue, N. E., and on the North by C Street, N. E. The Belmont House, now the headquarters of the National Woman's Party, is located at the Southeast corner of Square 725, at the intersection of Second Street and Constitution Avenue. The Belmont House was originally built in 1799, burned to the ground by the British in 1814, rebuilt in 1822, and reportedly restored in 1922. It is classified as a National Historic Building.

Located on the six Lots proposed to be acquired are: the Capitol Hill Apartments at 127 C Street, this being a 5-story building with the south end of the structure extending below the street level, located on Lot 892; two 3-story residence buildings, one at 129 and one at 131 C Street, located on Lots 893 and 894; thirteen 2-story modernized houses in Schott's Alley, located on Lot 905 with frontage on C Street; two 3-story buildings, of residential type, one at 212 and the other at 214 Second Street, located on Lots 863 and 864, owned by the National Woman's Party, adjacent to the Belmont House, built in 1910 and 1900 respectively.

The total area of the East Half of Square 725 is 130,159 square feet. Excluding alleys, the total area is 117,159 square feet. Under funds provided for such purpose, 29 Lots, containing a total of 70,498 square feet, were acquired for the United States by the Architect of the Capitol in 1960, acting at the direction of the Senate Office Building Commission. The total area, not acquired by the Government in 1960, including alleys, was 59,661 square feet. Of the 59,661 square feet, 13,000 square feet are alleys, and the remainder, 46,661 square feet, is privately-owned property.

Under the provisions of the appropriation estimate for 1970, the Architect of the Capitol is authorized, acting under direction of the Senate Office Building Commission, to acquire on behalf of the United States, as an extension of the New Senate Office Building site, the remaining 59,661 square feet of land with the improvements thereon, with the exception of Lot 885 on which the Belmont House is located containing 15,017 square feet—or a total of 44,644 square feet to be acquired, including alleys.

Of the 44,644 square feet to be acquired, the 13,000 square feet which are alleys are authorized under the 1970 appropriation estimate to be closed and transferred, without reimbursement, from the jurisdiction of the District Government to the jurisdiction of the Architect of the Capitol, being already Federally-owned land. The balance 31,644 square feet, must be purchased.

The remaining 31,644 square feet of privately-owned property, proposed to be acquired under the 1970 appropriation estimate of $1,250,000, is to be acquired, under the provisions of the estimate, by Condemnation or by direct purchase. The Senate Office Building Commission is vested, under the appropriation text, with authority to direct the Architect of the Capitol with respect to the manner of acquisition to be employed.

The estimate also provides funds and authority for demolition and removal of the buildings or other structures to be acquired and, pending their demolition, to use the property for Government purposes or to lease any or all of such property under such terms and conditions as deemed most advantageous to the United States; also, authority to incur any necessary expenses in connection with the demolition, use or leasing of such property.

The estimate of $1,250,000 is based on the purchase of 31,644 square feet of real property at an overall average of $39 per square foot—a total of $1,250,000, including expenses of demolition and maintenance and protection of buildings pending their demolotion, and other necessary incidental expenses.

The following is an instance of rising costs in this area: In 1966, the land and improvements at the Southeast corner of First Street and Constitution Avenue, N. E., directly across the street from the New Senate Office Building, were acquired by the Reserve Officers Association of the United States at a cost of $45.62 per square foot. The Association has since erected its National Headquarters Building on this site.

Erection of this structure and the price paid for the site have undoubtedly increased property values in this area. In view of rapidly rising land costs in this area, and urgent need of the East Half of Square 725 as a site for future construction of an extension to the New Senate Office Building, the Lots proposed to be acquired under the $1,250,000 estimate should be purchased as expeditiously as possible.

LEGISLATIVE BACKGROUND

A Bill, S. 2484, 90th Congress, authorizing the extension of the Additional Senate Office Building site by purchase of all privately-owned real property in the East Half of Square 725, except the Belmont House, and also authorizing funds for such purpose, was introduced in the Senate, September 28, 1967, by Senator Jordan of North Carolina, Chairman of the Senate Committee on Rules and Administration, for himself and Senator Randolph, Chairman of the Senate Committee on Public Works, with the endorsement of Senator Sparkman, Chairman of the Senate Office Building Commission. With the exception of minor technical language changes adapted to conform to appropriation text, the language of S. 2484 and the language of the 1970 appropriation estimate now under consideration is identical.

S. 2484 was reported favorably by the Senate Committee on Public Works, November 8, 1967, and passed the Senate April 30, 1968. The Bill was reported favorably by the House Committee on Public Works, June 4, 1968; was considered, but failed of passage, September 26, 1968—18 days before the adjournment of the 90th Congress.

With respect to the urgent need for the East Half of Square 725 as a site for a future extension of the New Senate Office Building, the following statements of the Senate Committee on Public Works contained in Senate Report 735, 90th Congress, November 8, 1967, are cited:

"When the New Senate Office Building was being occupied for the first time, the Committee on Rules and Administration determined that each standing committee of the Senate should be entitled to a minimum of one hearing room and five adjacent offices. At the present time there is not a single unassigned or unoccupied room on the Senate side of the Capitol Building or in either of the two Senate Office Buildings. Provision of space to accommodate Senators and Senate activities has long since passed the critical stage.

"In order to determine how prevalent the shortage of space was, the Subcommittee on Public Buildings and Grounds of the Committee on Public Works sent letters to all Members of the Senate and to the chairmen of Senate committees and subcommittees, asking whether they required additional office space. As the result of these inquiries, 72 Senators and 24 committees and subcommittees indicated that they needed additional office space. It is evident that this additional space can be provided on a permanent basis only through the construction of an extension to the New Senate Office Building.

"Such an extension was envisioned when the New Senate Office Building was designed. In view of the present heavy financial commitments of the U.S. Government, this is not the appropriate time to initiate construction of this badly needed addition. However, in order to have the necessary site available at such time as the addition to the New Senate Office Building can be constructed and to reduce to the very minimum the cost of the site, the remaining lots in square 725 which would be needed as a part of the site should be acquired immediately."

COMPARISON OF LIBRARY PROJECT ESTIMATES

Senator MONTOYA. Unless you have something else, Senator Jordan, to address yourself to, I think that will be all.

Senator JORDAN. I think that completes the items that I wish to testify about, and I appreciate the courtesy of letting us appear.

Senator MONTOYA. We are certainly happy to have your testimony.

Mr. STEWART. Do you want to insert our justification sheets on the Senate site item?

Senator MONTOYA. That has already been done.

The comparative estimates of cost of the library project between 1967 and 1969 which have been furnished to the committee here will be made a part of the record at this point.

(The information follows:)

COMPARATIVE ESTIMATES OF COST OF LIBRARY OF CONGRESS JAMES MADISON MEMORIAL PROJECT, 1967 AND 1969

	1967	1969
Excavation	$1,465,000	$1,710,000
Concrete	14,250,000	16,385,000
Masonry	1,859,900	2,140,000
Waterproofing and dampproofing	450,000	517,000
Stone (supply and deliver)	5,254,000	6,000,000
Stone setting	746,000	864,000
Roofing and sheet metal	450,000	517,000
Metal windows	115,000	132,000
Ornamental and miscellaneous metal	1,600,000	1,840,000
Carpentry and millwork	750,000	862,000
Hollow metal	135,000	155,000
Furring, metal lath, and plaster	400,000	460,000
Terrazzo	75,000	86,000
Quarry tile	100,000	115,000
Ceramic tile	225,000	258,000
Acoustic	1,650,000	1,897,000
Glass and glazing	95,000	109,000
Resilient flooring	740,000	851,000
Toilet partitions and accessories	87,500	100,000
Hardware	100,000	115,000
Painting	600,000	690,000
Art allowance	150,000	172,000
Site work	450,000	517,000
Vertical transportation	1,100,000	1,265,000
Kitchen equipment	400,000	460,000
Conveyor systems	1,825,000	2,098,000
Tunnels	600,000	690,000
Heating, ventilating, and air conditioning	8,750,000	10,057,000
Plumbing, storm drainage, and sprinklers	1,000,000	1,150,000
Electrical	8,250,000	9,483,000
Miscellaneous contract work	1,700,000	1,711,000
Total	55,372,400	63,406,000
General contract overhead and profit	5,537,240	6,341,000
Total	60,909,640	69,747,000
Administrative, architectural, and engineering costs	4,263,690	4,883,000
Total	65,173,330	74,630,000
4-year cost escalation (1968–71) 3.2 percent compounded annually on cost of work to be done in each year	8,751,235	.....
4-year cost escalation (1970–73) 7 percent compounded annually on cost of work to be done in each year	.....	[1] 13,870,000
Total	73,924,565	88,500,000
Contingency	1,075,435	1,500,000
Total estimated cost of project	75,000,000	90,000,000

[1] Estimated escalation costs during the 4 construction years, 1970 through 1973, were determined by first distributing the total direct building cost of $74,630,000 into annual expenditures and then applying cumulative escalation percentages to each annual amount. Expenditures and escalations are based on the following:

Year	Expenditure	Escalation	Amount of escalation
1970	20 percent of $74,630,000	7 percent of expenditure	$1,045,000
1971	30 percent of $74,630,000	14.49 percent of expenditure	3,160,000
1972	30 percent of $74,630,000	22.5 percent of expenditure	5,038,000
1973	20 percent of $74,630,000	31 percent of expenditure	4,627,000
Total 4-year escalation, 1970–73			13,870,000

CAPITOL POWER PLANT COSTS

Senator MONTOYA. Also the estimated additional capital outlay and annual maintenance costs necessary to be incurred by Capitol Power Plant appropriations, which have been submitted to the committee at this point. I think that will be all on this subject.

(The information follows:)

Estimated additional capital outlay and annual maintenance costs necessary to be incurred by Capitol Power Plant appropriations to supply refrigeration and steam for the Library of Congress James Madison Memorial Building—based on preliminary design data furnished by the associate architects

1. *Capital outlay:* Expansion of facilities at the Capitol Power Plant and additions to the plant's underground chilled water distribution system	$8,000,000 to $10,000,000
2. *Additional annual maintenance costs, following occupancy of the proposed new building:*	
Purchase of electrical energy for the new building	$360,200
Purchase of electrical energy to operate additional refrigeration equipment at the Capitol Power Plant	242,800
Purchase of refrigerant, maintenance supplies, and repairs, for operation of additional refrigeration equipment at the plant, including the extended chilled water distribution system	39,000
Purchase of additional coal for supplying the new building with steam, including additional maintenance of steam generating equipment at the plant	87,000
Total estimated additional annual maintenance cost to be borne by Capitol Power Plant appropriations	729,000

Additional operation and maintenance costs to be incurred by Library buildings and grounds appropriations, following completion and occupancy of new building

No information is presently available with respect to estimated costs to staff and maintain the new building.

LIBRARY BUILDINGS AND GROUNDS, STRUCTURAL AND MECHANICAL CARE

Senator MONTOYA. For "Library buildings and grounds, structural and mechanical care," $1,052,800 is requested for fiscal year 1970, a net increase of $39,800. Pages 154 to 163 of the justifications will be placed in the record at this point.

(The information follows:)

LIBRARY BUILDINGS AND GROUNDS, STRUCTURAL AND MECHANICAL CARE

1969 appropriation in annual act	$985,000
Wage-Board Pay Supplemental	28,000
Total appropriations - 1969	1,013,000

Deductions

Equip part of bookstacks with map cases, Annex. Since 1963, annual allotments have been allowed for equipping part of the bookstacks in the Annex with map cases to accommodate the constant expansion of map collections, to relieve crowding, provide growth space, and provide adequate housing for accelerated acquisitions. At present, the map collections total more than 3¼ million pieces. For 1969, $23,000 was allowed for this purpose. For 1970, $20,000 is required to take care of current acquisitions, resulting in a deduction of $3,000 for 1970.	$ 3,000
Improved lighting, office areas, both buildings: 5th year allotment to improve the lighting in various offices and work spaces, both buildings	50,000
Clean and restore ceiling and wall decorations, Main Building: 6th year allotment of improvement program	10,000
Installation of floor tile, both buildings: Item allowed for floor tile installations in two locations in Annex, for 1969, not required for 1970	4,000
Replacement of wooden walkway to flagpole, Main Building: Nonrecurring item allowed for 1969, not required for 1970	14,000
Materials handling and cleaning equipment: Several items of equipment in this category allowed to improve operations and to replace obsolete equipment, obtained in 1969, not required for 1970	4,000

Deductions (Continued)

Resurfacing west driveway and east parking lot, Main Building: Nonrecurring item allowed for 1969, not required for 1970	$ 10,000	
Improved lighting, grounds surrounding Main Building: Nonrecurring item allowed for 1969, not required for 1970	60,000	(-) $155,000
Base for 1970		$858,000

Additions

MANDATORY ITEMS

Wage-Rate Increases authorized by 5 U.S.C. 5341-5344: New wage rates, effective November 3, 1968, under the Coordinated Federal Wage System, affecting 62 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1969 and required to be paid at such rates for 12 months in fiscal year 1970 -- additional funds required	$ 15,115
Within-grade promotions, authorized under the Prevailing Rate system, for Wage-Board employees compensated under such system	1,912
Within-grade salary advancements authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	233
Overtime and Holiday Pay increased from $128,820 to $135,700 -- $5,480 resulting from base pay changes authorized by law in fiscal year 1969 and $1,400 applicable to new position requested	6,880
Nightwork and Sunday Differential Pay increased from $13,800 to $17,800, resulting from base pay changes authorized by law in fiscal year 1969	4,000

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Additions (Continued)

MANDATORY ITEMS (Continued)

Contribution to retirement fund increased from $33,040 to $37,920 (under "Personnel Benefits"), required by 5 U.S.C. 8334, covering Government contribution to this fund -- an additional cost of $3,580 resulting from increase in base pay rates and $1,300 from new position requested.....$ 4,880

Total Increase - MANDATORY ITEMS.....$ 33,020

NEW POSITION REQUESTED

1 GS-15 Engineer @ $19,780 per annum.....$ 19,780

This new position is requested for 1970 upon joint recommendation of the Architect of the Capitol and the Librarian of Congress.

Under the provisions of the Act of June 29, 1922 (2 U.S.C. 141), the Architect of the Capitol has been charged by law for the past 47 years with the following responsibilities and duties in connection with the Library of Congress Buildings:

> "The Architect of the Capitol shall have charge of all structural work at the Library Building and on the grounds, including all necessary repairs, the operation, maintenance, and repair of the mechanical plant and elevators, the care and maintenance of the grounds, and the purchasing and supplying of all furniture and equipment for the building. The employees required for the performance of the foregoing duties shall be appointed by the Architect of the Capitol ***".

NEW POSITION REQUESTED (Continued)

These responsibilities and duties, originally applicable to the Main Building and Grounds, were extended to the Library Annex in 1938, upon completion and occupancy of that building, and the maintenance force under the Architect was then increased from 27 to 42 employees. During the ensuing years, further increases in the force have been approved and funded to meet changed and expanded maintenance requirements, until the Architect now carries on his rolls for these two buildings and the surrounding grounds a force of 64 employees. This force consists of 61 Wage-Board employees, of whom 2 are maintenance engineers (mechanics) in charge of daily operations; 13 are mechanics and 5 helpers who maintain, operate, and keep in repair the heating, ventilating and extensive air-conditioning equipment; 9 are electricians and 2 helpers who maintain and repair the extensive electrical equipment and wiring systems and make modifications and extensions to the electrical systems, as required; 6 are elevator mechanics who maintain and keep in repair the 25 modernized elevators and 3 lifts in the two buildings; 8 are carpenters who perform all carpentry, cabinet and mill work required in the two buildings; 5 are machinists; 4 are mechanics who maintain and keep in repair the plumbing and steam systems; 4 are sheet metal workers; 3 are painters, including 1 decorator. The other 3 employees are "GS" employees (2 clerks and 1 storekeeper).

During the period 1922 to 1969, a building and grounds division has been maintained by the Librarian on his rolls to perform, among other duties, all housekeeping and building-service functions other than those involved in the structural and mechanical work performed by the maintenance employees on the Architect's roll. This division was originally headed by a Superintendent and later by a buildings and grounds chief and assistant chief, who, in the interest of orderly operation, exercised general supervision and direction over both the Librarian's and the Architect's forces engaged in such work, including coordination of the work falling

NEW POSITION REQUESTED (Continued)

under the Librarian's and the Architect's respective jurisdictions -- acting, in effect, as representatives of both the Librarian and the Architect.

With the gradual, continuous expansion of the Library operations, facilities, and functions, the tremendous growth of its collections, and the development and assumption of additional and diversified activities, the point has now been reached where it has become necessary for the Librarian to effect changes in his organizational setup and to utilize personnel on his rolls full time for the work and operations for which he is responsible and to confine the activity of his supervisory service personnel to such work and operations, resulting in the need for the Architect of the Capitol to employ on his rolls a professional engineer competent to represent him at the Library Buildings who, under his direction and the direction of professional, technical, and administrative members of his staff, can plan, direct, and supervise all work at the Library Buildings for which the Architect of the Capitol is responsible by law.

The need for a professional engineer to act as full-time representative of the Architect results not only from these circumstances, but also from the fact that in recent years much of the old mechanical equipment in the two Library Buildings (such as the old heating and ventilating equipment, plumbing and drainage systems, electrical and lighting systems, and elevator, pneumatic, and other equipment vital to the functioning of the Library) has been replaced with modern, efficient equipment, much of which is of a complex character, requiring specialized technical knowledge and academic training on the part of a qualified professional engineer to provide adequate protection for the Government's investment of seven or more million dollars in modernized, improved equipment and installations, and to exercise sound judgment in the care, repair and operation of old equipment. The need also stems from more rigid attention required to be devoted to the structural conditions of the aging buildings

Additions (Continued)

NEW POSITION REQUESTED (Continued)

and the importance and urgency of programming maintenance work, repairs, and improvements in such manner as to insure preservation of the buildings and preservation and prolongation of the life of the mechanical installations, and to insure the utilization, on a sound and safe basis, of all available space and equipment.

In the interest of orderly and efficient administration, funds are therefore requested for 1970 for employment of a professional engineer, on the Architect's Library roll, to plan, direct, and supervise all work in connection with the Library Buildings and Grounds, for which the Architect of the Capitol is responsible by law; the engineer to perform his duties under the general policies and direction of the Architect of the Capitol and his technical central office staff.

The addition of this new GS-15 position, at $19,780 per annum on the Architect's Library Roll, will be offset, in large part, by the dropping of one vacant GS-12 position on the Librarian's Buildings Management Roll, at $12,174 per annum -- agreed by the Librarian to be dropped for the fiscal year 1970, if this new position is allowed.

OTHER INCREASES - ANNUAL RECURRING ITEMS

Annual Painting increased from $32,000 to $35,000.....$ 3,000

The increase in this allotment, which provides for annual painting needs in both buildings, is requested primarily to offset raises in painters' wages since the last increase in this allotment in 1965. In this period, painters' wages have increased over $1.00 per hour (from $4.30, including fringe benefits, in 1965 to $5.37, including fringe benefits, in 1969). Approximately 80 per cent of this allotment is spent on wages.

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEMS

Installation of floor tile, both buildings.....$ 28,000
This is a special nonrecurring item urgently required for 1970 for the replacement of asphalt tile flooring in the kitchen and serving areas of the cafeteria with quarry tile and the installation of ceramic tile over the bare concrete floors in the cafeteria locker and rest rooms. Moisture and traffic in the kitchen and serving areas have caused wear and deterioration of the asphalt tile, which in turn has resulted in maintenance, sanitation and safety problems. The replacement of the asphalt tile with quarry tile, which is designed for this purpose, will eliminate these problems. The installation of ceramic tile over the bare concrete floors in the locker and rest rooms will improve maintenance and cleanliness in these areas.

Clean and restore ceiling and wall decorations, Main Building..... 10,000
This item is requested to permit the continuation of a program started in 1963, which, under allotments totaling $81,000, has resulted in the effective cleaning and restoration of large areas of decorated ceilings and walls in the Main Building, plus the restoration of decorations on walls disturbed by recent air-conditioning and other construction projects. With the funds requested for 1970, it is expected that all remaining work required in the ground floor corridors and pavilions can be completed.

Improved lighting, office areas, both buildings..... 50,000
The amount requested for 1970, which is the same as allowed for 1969, is needed to assure the uninterrupted continuance of the lighting improvement program started in 1964. With funds, totaling $220,000, available so far, lighting improvements have been effected in the following critical areas: first, second and third floor office and reading room areas in the Annex; corridors

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEMS (Continued)

and elevator lobbies, Annex; perimeter office areas, ground floor, Main Building; Hispanic and Wilson Rooms, Main Building; ground floor Octagon areas, Main Building; north-south corridor, ground floor, west side, Main Building; Law Library work areas, north curtain, second floor, Main Building; and several smaller work and office spaces in various places where the need was urgent. Installation of improved lighting in perimeter office areas on the ground floor of the Annex is expected to be completed during fiscal year 1969.

Despite this record of accomplishment, more remains to be done. Improvements are needed, for example, on the first and second floors of the Main Building. To attain the primary objectives of this program (realized already in areas completed), which are to raise the footcandles in offices, other work areas and certain reading rooms from a low of 8 in some places to at least 75, the minimum requirements for Library work, and to improve the quality of the lighting by the use of modern, efficient fixtures, it is estimated that $100,000 more will be needed -- $50,000 per year in fiscal years 1970 and 1971.

Shelving, metal, for window embrasures, north and south stacks, Main Building.....$ 16,000

In order to relieve crowded conditions in the expanding collections and help offset losses in shelf space resulting from the installation of air-conditioning ductwork and the erection of fire-retarding walls around stairwells, an allotment of $16,000 is urgently requested to permit the purchase of 468 metal shelving units for erection on the deck side of window embrasures in the north and south bookstacks in the Main Building. The windows have been closed off, leaving several hundred recesses into which shelving can be installed on these decks and provide badly needed space for several thousand volumes.

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEMS (Continued)

Roof repairs, Main Building.....$ 10,000
This item is requested to provide for necessary repairs to the roof on the dome of the Main Building, including the replacement of several large sections of copper. This roof has deteriorated over the years, requiring frequent, but temporary, patching and caulking. More permanent repairs are needed to assure better protection for the extensive renovation and redecorating work done a few years ago in the Main Reading Room below.

Replacement of two garage doors, subbasement shipping entrance, Annex..... 2,300
This item is requested to permit the replacement of two wooden overhead type doors in the location noted with two metal rolling doors. This will eliminate the existing overhead tracks and drive mechanisms which now interfere with the loading of large bales of waste paper, allow space for the installation of material handling equipment for more efficient waste-paper loading operations, and improve fire protection. These doors are rapidly approaching the end of their useful life.

Extension of pneumatic message tube system, both buildings..... 3,200
Utilizing existing equipment, it is proposed to modify and extend the existing $2\frac{1}{4}$" pneumatic message tube system between the two Library buildings in order to improve service to readers in one building who require books located in the other building. This tube system is used to convey call slips (book requests) filled out by readers as the initial step in obtaining books from the collections. The work desired to be done under the funds requested for 1970 would provide direct two-way service from the principal reading room in each building to the central control room in the other building, a service which does not now exist, and would provide faster and more efficient service to readers.

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEMS (Continued)

Materials handling and cleaning equipment.....$ 19,500 In order to improve material handling and building cleaning operations, the following items of equipment are requested: (1) two battery-operated fork lift trucks, one to replace an old gasoline model and the other to help handle more expeditiously and efficiently increasingly large volumes of materials received on pallets and skids and in crates ($15,000); (2) two barrel trucks, four file case dollies and one manual hydraulic lift to improve the efficiency of numerous moving operations within the two buildings ($1,300); (3) one electric trolley hoist required for moving large bales of waste paper weighing up to 900 pounds from the paper-baling room, Annex, to trucks ($2,000); (4) four vacuum cleaners and four floor polishers are needed to provide more satisfactory cleaning and a better utilization of manpower ($1,200).		
Total - NONRECURRING ITEMS.....	$139,000	
TOTAL ADDITIONS.....		(+) $194,800
Total Estimate for 1970.....		$1,052,800

NEW ENGINEER POSITION

Senator MONTOYA. Please explain why you feel a new engineer position, $19,780 per annum, is justified.

Mr. HENLOCK. When the Architect of the Capitol was originally given charge of the structural and mechanical care of the main Library of Congress building in 1922, there was a Superintendent of the Library Building, a professional engineer, paid on the Librarian's rolls. He remained in office until about 1948. There was only the one building until 1938, when the Library Annex was occupied, and he divided his time between functions of this Office and functions of the Librarian, representing in effect both the Architect and the Librarian. Later, under a reorganization, the Library's Superintendent's Office became a building and grounds division, headed by a chief and assistant chief.

In recent years, much of the old mechanical equipment in the two Library buildings has been replaced with modern, efficient equipment of a complex character, requiring specialized technical knowledge and training on the part of a qualified professional engineer to provide adequate protection for the Government's investment of over $7 million in such equipment and to exercise sound judgment in the care, repair, and operation of old equipment and in preservation of the aging buildings. Mr. Rubel, the Second Assistant Architect of the Capitol has had to devote more time than he can spare, without impairment of service to the Capitol and other buildings under the Architect, in order to help program maintenance work, repairs and improvements at the Library buildings in the past several years, due to lack of a full-time professional engineer being available at the Library. Another factor giving rise to the need for this new position is that the Librarian now requires the staff carried on his rolls entirely for his own functions. In order that the Architect may be properly represented at the Library by a professional engineer, this position is urgently requested.

Senator MONTOYA. Have you asked for this position before?

Mr. HENLOCK. We have not.

Senator MONTOYA. And this position will be under the Architect rather than under the administration of the Library?

Mr. HENLOCK. Yes, sir. We are charged by law with the structural and mechanical care of the two Library buildings, and, as stated, the Library now has an extensive mechanical plant to be maintained.

POSITION TO BE DROPPED

Senator MONTOYA. Will he displace the man who is there in charge now?

Mr. HENLOCK. No, sir; there is no one actually filling such a position, on either our payroll or the Librarian's, except for part-time contributed service. Dr. Mumford is dropping one position from his rolls that will partly compensate for the cost of our new position.

Senator MONTOYA. How much does that position pay?

Mr. HENLOCK. It pays $7,000 less than the proposed new position, but that party was not doing identical work.

Dr. MUMFORD. We have not had a person with these kind of qualifications to do this. We have undertaken to do it in cooperation with the

Architect's Office. We feel strongly that a professional engineer is needed to supervise these activities.

We are willing to give up one GS–12 position, which will to a considerable degree offset the additional cost.

Senator MONTOYA. Will this man be at the Library all of the time?

Mr. HENLOCK. Yes, he would. At present, we carry on our rolls two supervising maintenance foremen whom we call engineers in charge; but they are not professional engineers. They supervise daily maintenance work at the two buildings.

NUMBER OF ENGINEERS UNDER ARCHITECT

Senator MONTOYA. How many engineers do you have in the Architect's Office?

Mr. HENLOCK. We only have five, including Mr. Stewart and Mr. Rubel. Their time must be divided among all of our buildings.

We have the Capitol Building and Grounds, the three House Office Buildings and House garages, the two Senate Office Buildings and Senate garages, the Capitol Power Plant, the two Library of Congress Buildings, the Supreme Court Building, and the Botanic Garden. We have also construction projects requiring their attention.

ASSIGNMENT OF NEW ENGINEER

Senator MONTOYA. This man will be exclusively assigned to the Library of Congress complex?

Mr. HENLOCK. He will, and we believe it will result in economical planning of future improvements and repairs. He will operate under the general direction of Mr. Rubel, the Second Assistant Architect.

Senator MONTOYA. Will this man still be working under the Architect?

Mr. HENLOCK. He will.

JURISDICTIONAL RESPONSIBILITIES

Senator MONTOYA. Would you explain the jurisdictional responsibilities of your office and those of the Librarian?

Mr. HENLOCK. Yes, Mr. Chairman.

We have the structural and mechanical care of the Library buildings and grounds, which means not only the maintenance, repair, and improvement of all mechanical equipment, which is extensive, such as the air conditioning, heating, ventilating, electrical systems and elevators, lighting, plumbing, and other mechanical equipment, but also care and improvement of the structures and the grounds.

We also are charged with making any major physical improvements to the buildings or mechanical plants. In addition, we are charged with the responsibility for the procurement of the furniture and furnishings for the two buildings. The Librarian has been charged by law with all other duties. At this point we would like to insert in the record the law defining these responsibilities.

(The information follows.)

2 U.S.C. 141

Sec. 141. Duties of Architect of the Capitol and Librarian of Congress.

The Architect of the Capitol shall have charge of all structural work at the Library Building and on the grounds, including all necessary repairs, the operation, maintenance, and repair of the mechanical plant and elevators, the care and maintenance of the grounds, and the purchasing and supplying of all furniture and equipment for the building. The employees required for the performance of the foregoing duties shall be appointed by the Architect of the Capitol. All other duties on June 29, 1922, required to be performed by the Superintendent of the Library Building and Grounds shall be performed under the direction of the Librarian of Congress, who shall appoint the employees necessary therefor. (June 29, 1922, ch. 251, Sec. 1, 42 Stat. 715.)

OTHER INCREASES REQUESTED

Senator MONTOYA. How will the engineer position affect this? Will he be assuming some of these duties or all of them?

Mr. HENLOCK. He will perform all duties of the Architect of the Capitol at the Library buildings, in much the same manner, for instance, as Mr. Caraway does in the Senate Office buildings.

Senator MONTOYA. Would you identify some of the more urgent items in this request, and do you have a list of priorities?

Mr. HENLOCK. On pages 155 and 156, we detail mandatory items required by law, totaling $33,020. We are asking also a small annual painting increase of $3,000 due to increased wages; we are asking $28,000 for installation of floor tile in the kitchen and serving areas of the cafeteria in the main building, $11,000 of which is required for mechanical, electrical, and other related work necessary to make the floor tile installation and the balance of $17,000 is for the tile replacement work itself.

CLEANING AND RESTORING DECORATED AREAS

You have given us over the years, since 1963, $81,000 to clean and restore the ceiling and wall decorations in the main building. To continue the work we ask for $10,000 for 1970, and we expect to be able to complete all remaining work required for the ground floor corridors and pavilions under this allotment.

Senator MONTOYA. What do you get almost every year in this particular category, to clean and restore the ceiling and wall decorations in the main building?

Mr. HENLOCK. $10,000 has been the annual allotment since 1963.

IMPROVED LIGHTING

To continue improvement of the lighting in both buildings, we are asking for $50,000 for 1970. That work is now well advanced under a program started in 1964. Since then, we have had $220,000 appropriated for such purpose. We are asking another $50,000 for 1970, and expect to ask for $50,000 also for 1971. That will complete the program and bring the lighting in the offices and other areas in both buildings up to present day standards.

Senator MONTOYA. What do you do to provide improved lighting?

Mr. HENLOCK. Mr. Rubel can best explain this item. He has been in charge of this program since its commencement in 1964.

Mr. RUBEL. As you know, Mr. Chairman, when these buildings were erected, and we go back to 1897 in the case of the main building,

incandescent lamps were the only available sources for electrical illumination. Originally, daylight was an important source of illumination in the main building.

Of course there have been many improvements in artificial lighting with the introduction of the fluorescent lamp.

Our primary program in both buildings, that is the main building and the Library Annex, has been to install fluorescent lighting, where high intensity lighting is appropriate. In the more decorative areas, like the domed reading room, we have a very special type of incandescent lighting to make it artistic and esthetic and still provide enough light for the activities in the area.

In general, the improvement program has been the installation of fluorescent-type lighting in place of the old incandescent lighting.

Metal Shelving for Window Embrasures

Mr. Henlock. The next item is $16,000 to install metal shelving in the window embrasures in the east and west sides of the north and south bookstacks in the main building. The windows have been closed off for fire retardation and air conditioning purposes, leaving several hundred recesses into which shelving can be installed; 468 metal shelving units are required and can be installed in these window embrasures, which will give some relief to congested conditions in the Library.

Roof Repairs

We are asking $10,000 for roof repairs to the main building. The present roof was installed in 1932. There has been very little necessity to ask maintenance funds for the roof in the ensuing 37 years, except in 1957 when we had to make repairs costing $95,000 following a very severe storm. We propose to expend the $10,000 asked for 1970 to install new copper flashing sections with integrally formed rain gutters and new copper counterflashings for the masonry parapet on top of the octagonal gallery wall at the base of the lower dome.

It is proposed, as a result of questions asked at the House hearings, that a more complete survey of the roofs of both buildings will be made, in the coming year, by the new engineer and Mr. Rubel and others, to determine if there are any further major repairs or replacements required for proper preservation of the buildings, and, if so, an estimate for such work will be included in the 1971 budget.

Other Minor Items

There are two small items, $2,300 to replace two garage doors at the shipping entrance annex; $3.200 to extend the pneumatic message tube system between the two buildings; $19,500 for an item we have nearly every year for materials handling and cleaning equipment, for such items as fork lift trucks, dollies, vacuum cleaners, and items of that nature, that are normally required from time to time, to replace existing equipment.

Furniture and Furnishings

Senator Montoya. On furniture and furnishings, you are requesting $378,000, which is a net increase of $28,000.

Now pages 178 to 185 will be inserted in the record at this point.

(The justification follows:)

LIBRARY BUILDINGS AND GROUNDS - FURNITURE AND FURNISHINGS

1969 appropriation in annual act.....$350,000

Deductions

Card catalog cases, Copyright Office: 76 card catalog sections in two sizes allowed for normal growth of Copyright Card Catalog.....$ 7,700

Card catalog cases, Processing and Reference Departments: 134 fifteen-drawer, 3" X 5", wooden sections and 12 sixty-drawer, 3" X 5", wooden cabinets, for the expansion of various catalogs and the replacement of obsolete equipment..... 28,000

Duplicator, offset, Office of the Secretary: replacement of 10-year old machine..... 6,000

Microfilm reading machines (and related equipment): two microprint reading machines for replacements of worn-out readers, and one microfilm splicing machine to supplement existing equipment..... 1,400

Equipment and office machines, Card Division: card catalog cabinets and sections, 3" X 5"; visible filing equipment; adding machines and tables..... 62,000

Book trucks: replacements of worn-out trucks in the Copyright Office..... 1,800

Mailing equipment, Office of the Secretary: one folding, stuffing and sealing machine for the replacement of obsolete equipment and one-bundle tying machine for handling increased work loads in the mailing operations..... 13,000

Deductions (Continued)

File cabinets, Copyright Office and Reference Department: all replacements for worn-out equipment	$ 8,700	
Duplicating machine, offset, Copyright Office: Replacement of obsolete 9-year old machine	3,700	
Document sorter, Copyright Office: replacement of heavily used, 7-year old sorter, beyond economical maintenance	10,000	
Check signing and endorsing machine, Disbursing Office: replacement of obsolete hand-fed machine with up-to-date machine equipped with automatic feed	1,600	
Preservation and restoration equipment, Preservation Office: several items of specialized preservation and restoration equipment for testing, research, analysis, and related purposes	7,500	
Equipment and office machines, Division for the Blind and Physically Handicapped: 12 metal book trucks, special reading room furniture, mail-tying machine, and pallet truck	8,600	(-) $160,000
Base for 1970		$190,000

Additions

Annual office furniture, equipment and office machines. This increase -- less than 6% of the funds allowed for 1969 -- is requested to offset price increases of new furniture required for replacements and additional personnel, and for reconditioning existing furniture.	$ 5,000	

Additions (Continued)

Typewriters.....$ 10,000
Of the total request for $55,000, $45,000 is for normal requirements (annual replacement of 170 typewriters) and is the same as allowed for fiscal year 1969. The increase of $10,000 is a nonrecurring item requested specifically for the replacement of 30 typewriters now 11-14 years old and used by the Copyright Office.

Card catalog cases, Copyright Office..... 11,000
Eighty 15-drawer card catalog sections are needed to accommodate the normal growth in the Copyright Card Catalog maintained in the Copyright Office.

Card catalog cases, Processing and Reference Departments..... 18,000
Processing Department: five 60-drawer, 3" X 5" cabinets for Subject Cataloging Division to expand Shelflist; four 60-drawer, 3" X 5" cabinets for Descriptive Cataloging Division to expand index cards, and repository and numerical files in the Manuscript Section; two 60-drawer cabinets (one 3" X 5", one 4" X 6") for Serial Record Division to expand New Serial Titles files; total, Processing Department, $7,150.

Reference Department: 55 card catalog sections requested (forty-nine 3" X 5" fifteen-drawer, six 4" X 6" eight-drawer), as follows: one in the Slavic and Central European Division to house acquisition files; two in the General Reference and Bibliography Division to expand African Section catalog and Main Reading Room Reference Collection Catalog; forty-six for replacement of old, deteriorated sections in various divisions; six in the Slavic and Central European Division to house the index to the Foreign Broadcast Information Service Publications; total, Reference Department, $10,850.

Additions (Continued)

Duplicating equipment, Office of the Secretary.....$ 41,500
The following equipment is requested to meet the demands for increasing production (36% in fiscal year 1968 over 1967) in the central duplicating plant: one offset press needed for a replacement of a machine 10 years old, $17,500; one roll sheet converter for use with an existing offset press to effect paper savings, $4,000; one 12-station collator, with saddle stitcher, to supplement existing equipment in effort to keep abreast of press production, $20,000.

Microfilm and microfiche equipment..... 14,900
The Reference Department requests the following: one microfilm reader and one microfiche reader to meet the needs for servicing expanding collections in the Microfilm and Science Reading Rooms; four microfilm file cabinets to house adequately microfilm produced under the Presidential Papers microfilming program; twenty-eight 4" X 6" microfiche file cabinets to accommodate growth of the microfiche collections in the Science and Technology and Stack and Reader Divisions; total, Reference Department, $5,200.

The Copyright Office requires two microfilm reading machines to examine microfilm being produced under the Copyright Record Microfilm Project, $1,300.

The Legislative Reference Service requests one microfilm reader-printer, one microfilm-microfiche reader-printer, one microfilm reader, and two microfiche readers to handle an ever increasing volume of research required to respond quickly to Congressional requests, $8,400.

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Additions (Continued)

Book trucks.....$ 8,500

Stack and Reader Division: twelve book trucks required -- three replacements of old equipment, nine additional to handle increased workloads due to growth in collections and reader services, $1,800.

Preservation Office: fourteen book trucks are needed for use in connection with expanding preservation and collections maintenance programs, $2,100.

Processing Department: twenty-four standard and twenty-five small metal book trucks -- twenty are replacements for worn-out equipment in the Serial Record Division while the remainder are for expanding activities in the Descriptive Cataloging and Order Divisions, $4,600.

Mailing equipment, Office of the Secretary..... 4,500

One electric heavy duty stapling machine is requested for closing mailing and shipping bags used for increasingly large outgoing shipments of books, pamphlets and similar materials; one bundle-tying machine is needed as a replacement for an old machine now obsolete.

Equipment and office machines, Division for the Blind and Physically Handicapped..... 2,500

Two items only are requested for use in testing electronic equipment in connection with the reasarch and development program to provide improved library services to the blind and physically handicapped -- two electronic test benches and six laboratory work tables.

Additions (Continued)

Filing unit, mechanized, Financial Management Office.....$ 4,000
Requested for Payroll Preparation Office, this unit would replace present 5-drawer letter-sized filing cabinets, save space, and improve efficiency of operations as similar equipment has done elsewhere in the Library.

Dictating equipment, Copyright Office..... 2,000
Four combination dictating-transcribing machines are requested to handle a growing volume of correspondence in the Copyright Examining Division.

Motion picture viewing machines, Copyright Office and Prints and Photographs Division..... 4,100
One machine is requested for the Copyright Office for the inspection of motion picture film deposited for copyright and would replace obsolete equipment which is inefficient and exposes the film to damage; one machine is requested for the Motion Picture Section of the Prints and Photographs Division to meet increased demands for reference services and for obtaining data for film cataloging.

Posting machine, Copyright Office..... 8,300
This machine is requested to replace a machine now nearly 19 years old and obsolete. The machine is used for accounting for increasing Copyright fees and remittances -- gross receipts in fiscal year 1968 totaled over $1,940,000, an increase of nearly $50,000 over 1967.

Filing cabinets, Copyright Office..... 3,000
Thirty-six 5-drawer legal-size filing cabinets are requested to replace a like number of old worn-out 4-drawer cabinets and at the same time provide more filing space in the same floor area.

Additions (Continued)

Adding and calculating machines.....$ 3,300

Reference Department: one adding machine for the Division for the Blind and Physically Handicapped for an additional position already allowed, one adding machine for the Slavic and Central European Division for statistical work, one adding machine for the Orientalia Division to replace an obsolete manual machine, $1,300.

The Legislative Reference Service requests one electronic calculator, estimated at $2,000, for use by the Science Policy Research Division in connection with research and studies for Congress in the scientific field.

Visible file cabinets..... 25,500

Serial Record Division: Fifty cabinets are requested to accommodate an anticipated addition of 80,000 serial record cards to the serial file in fiscal year 1970. Existing equipment is approaching capacity, $18,500

Orientalia Division: eighteen cabinets are required for the proper filing and maintenance of serial records in various sections of the Orientalia Division, and in the Slavic Room, $7,000.

Copying machines, Geography and Map Division, and Legislative Reference Service..... 11,400

Geography and Map Division: one electrostatic copying machine is requested by this Division for use in its reference service to researchers, $1,400.

Additions (Continued)

Legislative Reference Service: four electrostatic copying machines are requested for the Legislative Reference Service to enable the Service to respond quickly to many types of Congressional requests, which are increasing annually in volume and importance, $10,000.

Bookracks, Stack and Reader Division..... $ 2,000
Sixty two-shelf units are requested for installation on the tops of desks occupied by users of the research and study facilities. This would complete equipping all such desks with this type of book-holding unit, a number of which have been so equipped with funds provided for this purpose in prior years.

Chairs for study desks and study rooms..... 7,500
Three hundred side chairs without arms are required by the Reference Department to replace obsolete chairs and chairs damaged beyond economical repair now in use in the various study room and study desk facilities in both buildings.

Duplicating machine, Preservation Office..... 1,000
This item, a stencil process machine, is requested for the Preservation Office for catalog card reproduction under the Preservation microfilming program.

(+) 188,000

Total Estimate for 1970..... $378,000

MISCELLANEOUS ITEMS

Senator MONTOYA. There are numerous items included in this request. Will you discuss the need for these generally, and tell us if any of them are of an emergency nature?

Mr. HENLOCK. Although we, by law, submit the annual estimate for furniture, the Librarian and his staff necessarily are the only ones who can determine the needs, and it is customary for Dr. Mumford to speak to these items.

Dr. MUMFORD. Mr. Chairman, as the library grows in size its catalogs grow, and consequently more card catalog cases are needed in the various departments. Equipment such as typewriters become obsolete and have to be replaced and additional ones are needed as we acquire additional staff. These requests represent the normal growth of an institution and requirements in the way of furniture and equipment.

Mr. Rohlf can elaborate on any particular item, or perhaps tell you generally why this need arises. In a number of cases, it is for replacement of old obsolete equipment that is no longer of use.

REPLACEMENT NEEDS

Mr. ROHLF. Mr. Chairman, as the Librarian has pointed out, most of these items are actually replacement items for equipment. For example, the book trucks. Many of our book trucks go back to 1897 when the Library moved into the old main building. We are still using quite a few of them, and they are being worn out. We simply have to replace them.

Senator MONTOYA. Have you had a continuing program of replacement?

Mr. ROHLF. Yes, in all of these items there have been requests every year to replace some typewriters, some book trucks, and some card catalog cases, and we have to additionally acquire new card cases because of the growth of the collection.

One major item we are requesting is some duplicating equipment for the Office of the Secretary, which duplicates Legislative Reference Service reports.

That is in order to facilitate their work. We simply need faster equipment and this is a major item. It is a multilith machine. If there is any specific item that you would like to question, I would be glad to comment on it rather than repeat them in the testimony.

Senator MONTOYA. As I look all through these items, you have had all of these items listed in this particular category in your requests in previous years, and this is just an orderly replacement of old items or new equipment, that has become necessary.

Mr. ROHLF. This is essentially true. Not all of these items have occurred every year, but all of them have occurred on differing years. I think that would be a summary of it.

Senator MONTOYA. Do you have anything very, very new here?

Mr. ROHLF. No, with one exception we are asking for approximately $11,400 for copying machines for the Legislative Reference Service and the Geography and Map Division. One of these machines is required, only because we have to move the Geography and Map Division out of the building. It is part of the price of our space problem.

PROPOSED TRANSFER OF FURNITURE APPROPRIATION

Senator MONTOYA. I think this is all on the Library of Congress, unless you have any additional points.

Dr. MUMFORD. May I bring up one matter in connection with furniture and equipment. Legislation has been introduced in the House and in the Senate to transfer this appropriation from the Architect of the Capitol to the Library directly.

The Architect of the Capitol has concurred in this action. At the present time, what happens is that the Library plans and considers its furniture and equipment needs and presents them to the Architect of the Capitol. There is a certain amount of duplication in what is done on the part of the staff of the Library and the staff of the Architect of the Capitol in procuring the materials.

We feel that it would result in easier and better planning and some economy of time if this appropriation were made directly to the Library.

Over the years it has varied. At some periods it has been assigned to the Architect of the Capitol and other times to the Library, but presently, by law, it is assigned to the Architect of the Capitol.

Senator MONTOYA. What is the status of that law now?

Dr. MUMFORD. The bills are pending in the House and in the Senate. Action has not been taken upon them. I would hope that the appropriation might be made to the Library contingent upon the passage of the legislation, if this could be done, so that we might begin operating in this way during the current fiscal year.

Senator MONTOYA. We will look into that and watch out for the progress of the bill.

Mr. HENLOCK. The bill introduced by Senator Jordan is 2278, and by Congressman Friedel, H.R. 11628.

CARRYOVER OF FUNDS

May we take up one other item on the Library, pertaining to the structural and mechanical care where we find it necessary to ask for a carryover of funds?

Last year we were allowed $60,000 to improve the lighting of the grounds surrounding the main building. The original lighting now in use is totally inadequate to meet present-day conditions. We were not able to place the work under contract by June 30, 1969, but we hope to do so shortly, and we have asked that the $60,000 be continued available until June 30, 1970, so that the work that has been authorized may be accomplished.

Senator MONTOYA. Is there anything else on the Library of Congress?

The witness representing the Library of Congress may be excused.

Dr. MUMFORD. Thank you, Mr. Chairman.

BUDGET ESTIMATES

Senator MONTOYA. We will now consider the budget estimate submitted by the Architect of the Capitol for his office. Before we begin the questioning I will ask that your general statement contained on pages 1 to 12 of the justifications, along with three tabulations giving a summary of the increases requested be placed on the record.

(The information follows:)

GENERAL STATEMENT

APPROPRIATIONS AND ESTIMATES UNDER THE ARCHITECT OF THE CAPITOL

For 1969, appropriations totaling $16,141,700 have been provided under the Architect of the Capitol in the regular annual appropriation act, and $672,100 has been included in the Budget requests for Pay Supplementals for 1969—or a grand total of $16,813,800.

For 1970, appropriations totaling $38,872,700, including Budget Amendments, are requested—a net increase of $22,058,900 over the total of $16,813,800 for 1969. The net increase of $22,058,900 results from increases totaling $23,198,300, offset by decreases totaling $1,139,400.

The gross decrease results from omission of the following nonrecurring items allowed for 1969: $236,100 for the Capitol Buildings, of which $230,600 was for construction of rooms in light shaft, Senate side of Capitol, and $5,500 for replacement of 2 compressors and 4 high-pressure tanks required for the air-conditioning system; $15,800 for the Capitol Grounds, of which $12,000 was for repairs to the Grotto, $2,200 for preservation of the interior metal work of the Taft Memorial shaft, and $1,600 for reduction in the allotment for maintenance of traffic signal lights; $28,000 for the Senate Office Buildings, for replacement of marble balustrades on the terraces at the Southeast and Southwest corners of the Old Senate Office Building; $7,500 for the House Office Buildings, for air-conditioning improvements; $527,000 for the Additional House Office Building Project, of which $171,500 was for lighting improvements, electric clocks and Legislative call system, and locker room for the Police, in the Longworth Building; $115,100 for alteration work in the Cannon Building; $138,500 for firearms practice range for the Capitol Police and completion of quarters for the House Committee on Standards of Official Conduct, in the Rayburn Building; $54,000 for maintenance and repairs to the Congressional Hotel, and $47,900 for administrative and miscellaneous expenses; $10,000 for the Capitol Power Plant, for completion of a 3-year program of replacement of stokers; $155,000 for Structural and Mechanical Care of the Library Buildings and Grounds, of which $60,000 was for improved lighting for the grounds surrounding the Main Building, $50,000 for fifth-year allotment under a 7-year program for improved lighting in the two Library Buildings, $14,000 for replacement of wooden walkway to flagpole, Main Building, and $31,000 for 5 other miscellaneous items of improvement and repair; $160,000 for Furniture and Furnishings, Library Buildings and Grounds, for nonrecurring items of furniture.

The gross increase of $23,198,300 requested for 1970 results from increases of $718,210 in the item of Personnel Compensation; $51,340 in the item of Personnel Benefits; $275,150 in annually recurring maintenance items; $795,600 in nonrecurring maintenance items, of which $322,000 is for the Library Buildings and Grounds, and $473,600 for the Capitol Buildings and Grounds, Senate office Buildings, and Capitol Power Plant; and $21,358,000 in nonrecurring Public Works items.

Of the $718,210 increase in the item of Personnel Compensation, $436,788 is for increased pay costs for Wage-Board employees authorized by 5 U.S.C. 5341–5344; $19,350 for increased pay costs authorized by the Federal Salary Act of 1967; $27,813 for within-grade salary advancements and other changes for GS employees authorized by 5 U.S.C. 5331–5337 (Classification Act); $90,990 for overtime pay increased cost, authorized by 5 U.S.C. 5542 and 5 U.S.C. 5544, resulting from increased base pay costs; $40,550 for Nightwork and Sunday Differential increased pay costs, authorized by 5 U.S.C. 5545–5546; $10,587 for additional amount required to fund 2 new Nurse positions, Capitol Buildings, allowed but not funded for 1969; $92,132 for 14 additional positions, of which $41,352 is for 6 additional positions, Salaries, Office of the Architect, $31,000 for 7 additional positions on the charforce, Senate Office Buildings, $19,780 for 1 additional position, Library Buildings and Grounds, Structural and Mechanical Care.

Of the $51,340 increase in the item of Personnel Benefits, $46,140 is for Government contribution to the Civil Service Retirement Fund, authorized by 5 U.S.C. 8334; $5,000 for payment to the Employees' Compensation Fund, authorized by 5 U.S.C. 8147(b); $200 for payment to Employees' Health Benefits Fund, authorized by 5 U.S.C. 8906.

Of the $275,150 increase for annual recurring maintenance items, $2,500 is for the Capitol Buildings; $84,900 is for the Senate Office Buildings; $2,150 is for

the Senate Garage; $13,600 is for the House Office Buildings; $164,000 is for the Capitol Power Plant; $3,000 is for the Library Buildings, Structural and Mechanical Care; $5,000 is for Library Buildings, Furniture and Furnishings.

Of the $795,600 increase for nonrecurring maintenance items, $100,000 is for continuation of the program of improved lighting in the Capitol Building; $39,600 is for the Capitol Grounds; $34,000 is for the Senate Office Buildings; $300,000 is for the Capitol Power Plant; $139,000 is for the Library Buildings and Grounds, Structural and Mechanical Care; $183,000 is for the Library Buildings and Grounds, Furniture and Furnishings.

Of the $21,358,000 increase for nonrecurring Public Works items, $1,250,000 is for Extension of the Additional Senate Office Building Site, submitted at the direction of the Chairman of the Senate Committee on Rules and Administration; $1,398,000 is for additional items under the Additional House Office Building Project, submitted at the direction of the House Office Building Commission; $300,000 is for liquidation of contract authority under the project, "Expansion of Facilities, Capitol Power Plant"; $18,410,000 is for the James Madison Memorial Building Project, submitted at the direction of the Chairman of the Coordinating Committee for the Library of Congress James Madison Memorial Building Project, pursuant to decision made by that Committee, April 1, 1969.

The annual appropriation items under the Architect of the Capitol are primarily for maintenance of buildings occupied by the Congress and for heat, light, power and air-conditioning, and general housekeeping services for the Congress and are confined to items deemed necessary to render proper service to the Congress and to maintain properly the buildings and equipment of the Legislative Establishment.

With respect to our Budget Estimates for the fiscal year 1970, it is to be noted that our estimates, as submitted to the Committee, do not include any amounts to cover the cost of comparability pay increases authorized by the Federal Salary Act of 1967, due to go into effect July 1969. This action accords with action taken by other agencies of the Government, pursuant to Bureau of the Budget instructions. Accordingly, amounts necessary to cover these increased pay costs will have to be submitted for inclusion in a later Supplemental Pay Bill.

CHANGES IN WAGE-BOARD SYSTEM

At the present time, 1,249 employees under the Architect of the Capitol, including 51 at the Botanic Garden, paid from appropriations provided in the Legislative Branch Appropriations Act, are compensated under the Wage-Board System. The employees covered by this pay system are those engaged in recognized trades and crafts and in skilled and unskilled manual-labor occupations, required for the maintenance and operation of the Capitol Building, 3 House Office Buildings and Underground Garages, 2 Senate Office Buildings, Senate Garage, Capitol Grounds, Capitol Power Plant and its steam and chilled water distribution systems, and 2 Library Buildings and Grounds. These employees constitute 80 per cent of the total regular force under the Architect.

Employees under the Architect, engaged in such work, were first placed under the Wage-Board System, September 11, 1955, in accordance with the provisions of Public Law 763, 83rd Congress. They have continued to be paid under that system since 1955. The provisions of Public Law 763 were incorporated in Title 5, Sections 5341–5344, of the United States Code, when that Title was enacted as permanent law, September 6, 1966. Both statutes contain a mandatory requirement that "the compensation of such employees shall be fixed and adjusted from time to time as nearly as is consistent with the public interest in accordance with prevailing rates".

From 1955 to November 1968, wage rates were adjusted annually, based on wage surveys of private industry throughout the Washington Metropolitan area, conducted by the Defense Department and other Executive Departments and agencies employing a large number of Wage-Board employees, and upon wage rates determined as "prevailing rates" as a result of those surveys. There were variations in rate determinations and manner of interpretation and application of the wage survey data by the various agencies, including the establishment of the number of grades and steps within grades. The Architect of the Capitol followed schedules set up by the Army-Air Force, with minor changes adapted to our organizational operations. These schedules were followed by most of the agencies having Wage-Board employees.

From September 1955 to February 1960, the system employed by the Architect of the Capitol consisted of 28 grades, each containing 3 step rates in conformity

with changes in grade and schedule structure adopted by other agencies using this system; the system employed by the Architect from 1960 to December 1962 consisted of 17 grades, each containing 3 step rates, and from 1962 to November 1968 consisted of 21 grades, each containing 3 step rates. During the entire period, 1955 to 1968, an employee was advanced from the 1st to the 2nd step of his grade after serving 6 months in the 1st step, and from the 2nd to the 3rd step after serving 18 months in the 2nd step.

During the past year, in lieu of the systems heretofore used, a new uniform system, known as the Coordinated Federal Wage System, was established by the Civil Service Commission, pursuant to Presidential Directive, and made applicable to Executive agencies of the Government having Wage-Board employees. Under this system, a full scale wage survey of the Washington, D.C. wage area was made commencing August 28, 1968 under the leadership of the Defense Department, 22 teams, each made up of one management representative (an employee of the Government) and one union representative, were assigned as wage data collectors. The unions represented were the American Federation of Government Employees and the Metal Trades Council. 111 companies were surveyed in the Washington Metropolitan area. The wage data, after collection, was first reviewed by a local wage survey committee and, finally, by the Department of Defense. Pursuant to these studies and findings, new wage rates were established by the Department of Defense for nonsupervisory Wage-Board employees, November 26, 1968, and for supervisory Wage-Board employees, January 24, 1969.

On November 1, 1968, the Architect of the Capitol, in the interest of uniformity, adopted the Coordinated Federal Wage System and applied this system to Wage-Board emloyees under the Architect of the Capitol. New rates and schedules, established by the Department of Defense, for nonsupervisory Wage-Board employees, were adopted by the Architect, November 26, 1968, and for supervisory Wage-Board employees, January 27, 1969. The schedule and rates established for nonsupervisory Wage-Board employees consist of 15 grades, each containing 3 steps. The schedule and rates established for supervisory Wage-Board employees, classified as general foreman, foreman, lead foreman, and assistant foreman, consist of 19 grades, each containing 5 steps. The schedule and rates established for supervisory employees, classified as Leaders, consist of 15 grades, each containing 3 steps. As now established, nonsupervisory Wage-Board employees and supervisory "Leader" employees are entitled to be advanced from the 1st to the 2nd step of their grades after serving in the 1st step for 26 weeks, and from the 2nd to the 3rd step after serving 78 weeks in the 2nd step. All other supervisory Wage-Board employees are entitled to be advanced from the 1st to the 2nd step of their grade after serving in the 1st step for 52 weeks; from the 2nd to the 3rd step after serving 52 weeks in the 2nd step; from the 3rd to the 4th step after serving 104 weeks in the 3rd step; from the 4th to the 5th step after serving 104 weeks in the 4th step.

Under the provisions of Public Law 85–872 and ruling of the Comptroller General, June 24, 1968, the new rates established under the Coordinated Federal Wage System were put into effect, on a retroactive basis, November 3, 1968.

Wage-Board employees under the Architect of the Capitol compensated under this system received increases totaling, on an annual 12-months basis, $1,079,800, including base pay and related costs. This compares to a total increase of $449,-400, on an annual 12-months basis, received by these employees under rates in effect from October 22, 1967 to November 3, 1968, under the system in effect prior to November 1968.

This statement has been presented in detail in order that the Committee may be fully informed with respect to the current operation of the Wage-Board System and also in order to eliminate the need for presenting any such detail in explaining Wage-Board increases under each separate appropriation.

BREAKDOWN OF $23,198,300 GROSS INCREASE BY CATEGORIES

Appropriation	Mandatory items	New positions	Other recurring maintenance items	Nonrecurring maintenance items	Nonrecurring public works items
Salaries, Office of Architect	$38,948	$41,352			
Capitol Buildings	81,300		$2,500	$100,000	
Capitol Grounds	26,000			39,600	
Senate garage	5,650		2,150		
Senate Office Buildings	111,700	31,000	84,900	34,000	
Extension of additional Senate Office Building site					$1,250,000
House Office Buildings	327,300		13,600		
Acquisition of site, construction, and equipment, additional House Office Building					1,398,000
Capitol Power Plant	53,500		164,000	300,000	
Expansion of facilities, Capitol Power Plant					300,000
Library Buildings and Grounds, structural and mechanical care	33,020	19,780	3,000	139,000	
Library Buildings and Grounds, furniture and furnishings			5,000	183,000	
Library of Congress James Madison Memorial Building					18,410,000
Total	677,418	92,132	275,150	795,600	21,358,000

ESTIMATE 1970—SUMMARY OF INCREASES

The gross budget increase of $23,198,300 requested for 1970 is summarized as follows:

Personnel compensation:	
Increased pay costs, wage-board employees, authorized by 5 U.S.C. 5341–5344	$436,788
Increased pay costs authorized by Public Law 90–206, Federal Salary Act of 1967	19,350
Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331–5337 (Classification Act)	27,813
Overtime pay increased cost authorized by 5 U.S.C. 5542 and 5 U.S.C. 5544	90,990
Nightwork and Sunday differential pay increased cost authorized by 5 U.S.C. 5545–5546	40,550
Additional amount to fund 2 new nurse positions, Capitol Buildings, allowed but not funded for 1969	10,587
Additional positions:	
Salaries, Office of Architect:	
1 engineering technician, GS–11, at $10,203 per annum	
1 engineering draftsman, GS–7, at $8,146 per annum	
1 photographer, GS–7, at $6,981 per annum	41,352
1 accounting clerk, GS–5, at $5,732 per annum	
2 clerk-typists, GS–4, at $5,145 per aunnm each	
Senate Office Buildings: 1 char inspector, W–4; 6 charwomen, W–2	31,000
Library Buildings and Grounds, structural and mechanical care: 1 engineer, GS–15, at $19,780 per annum	19,780
Subtotal	92,132
Total	718,210
Other annual maintenance items:	
Contribution to retirement fund authorized by 5 U.S.C. 8334	46,140
Payment to health benefits fund authorized by 5 U.S.C. 8906	200
Payment to employees' compensation fund authorized by 5 U.S.C. 8147(b)	5,000
All other items	275,150
Subtotal	326,490
Special nonrecurring maintenance items:	
Capitol Buildings; Capitol Grounds; Senate Office Buildings; Capitol Power Plant	473,600
Library Buildings and Grounds	322,000
Subtotal	795,600
Special nonrecurring public works items:	
Extension of additional Senate Office Building site	1,250,000
Additional House Office Building project	1,398,000
Expansion of facilities, Capitol Power Plant	300,000
Library of Congress James Madison Memorial Building	18,410,000
Subtotal	21,358,000
Total gross increase requested for 1970	23,198,300

LEGISLATIVE—ARCHITECT OF THE CAPITOL

COMPARATIVE SUMMARY OF APPROPRIATIONS AND APPROPRIATION ESTIMATES

Architect of the Capitol	Appropriations for 1969			1970 estimates of appropriations	Increase (+) or decrease (−), 1970 estimates over 1969
	Regular annual act	Pay supplementals	Total appropriations		
Salaries, Office of Architect of the Capitol	$739,000	$36,000	$775,000	$855,300	+$80,300
Contingent expenses	50,000		50,000	50,000	
Capitol Buildings	2,010,200	74,500	2,084,700	2,032,400	−52,300
Capitol Grounds	766,700	25,600	792,300	842,100	+49,800
Senate garage	62,300	6,500	68,800	76,600	+7,800
Senate Office Buildings	2,878,900	174,000	3,052,900	3,286,500	+233,600
Extension of additional Senate Office Building site				1,250,000	+1,250,000
House Office Buildings	4,845,600	300,000	5,145,600	5,479,000	+333,400
Acquisition of property, construction and equipment, additional House Office Building	527,000		527,000	1,398,000	+871,000
Capitol Power Plant	2,927,000	27,500	2,954,500	3,462,000	+507,500
Expansion of facilities, Capitol Power Plant				300,000	+300,000
Library buildings and grounds:					
Structural and mechanical care	985,000	28,000	1,013,000	1,052,800	+39,800
Furniture and furnishings	350,000		350,000	378,000	+28,000
Library of Congress, James Madison Memorial Building				18,410,000	+18,410,000
Total, appropriations and estimates	16,141,700	672,100	16,813,800	38,872,700	+22,058,900

HIGHLIGHTS OF GENERAL STATEMENT

Senator MONTOYA. Mr. Stewart, will you or one of your associates highlight the statement.

Mr. STEWART. I will ask Mr. Henlock to do so.

Mr. HENLOCK. Mr. Chairman, for 1970, all of the items that we are asking for under the Architect of the Capitol total $38,872,700. That includes House items, Senate items, and joint items under the Architect.

Of those items, $4,613,100 covers items solely for the Senate. When we appeared before the House Appropriations Committee last month, following past practice, they did not take up these Senate items in their consideration of our estimates. The 1970 total of $38,872,700 represents a net increase of $22,058,900 over our 1969 appropriations.

Senator Jordan and others have just testified on the Senate item of $125,000 for the speech reinforcement system, and also on the Senate item of $1,250,000 for the Senate site. That leaves, so far as the Senate items are concerned, only the item of maintenance of the Senate Office Buildings and Senate Garage. Mr. Stewart, in his prepared statement, has detailed on pages 1 and 2, all of the 1969 items that have been dropped, being of a nonrecurring nature.

On pages 3, 4, and 5, we give a breakdown of the increases for 1970, showing each item by classification and by subdivisions of such classifications. The table on page 13 furnishes summary information which I believe will be most helpful to the committee.

INCREASE BREAKDOWN

We show that of the $23,198,300 gross increase detailed on page 13, in the first column, $667,418 is for mandatory personnel compensation and related benefits increases required to be paid by law. In column 2, we show $92,132 is for 14 new positions, of which one is the position we have already discussed for the library; seven are for the Senate

Office Buildings; and six for "Salaries, Architect of the Capitol," which is our central office appropriation.

In column 3, we show $275,150 is for recurring annual maintenance items, and over half of that amount is for the Capitol Power Plant for increase in utilities costs.

In column 4, we show $795,600 is for nonrecurring maintenance items, of which $300,000 is for Capitol Power Plant building preservation program, $100,000 for continuation of the improved illumination program in the Capitol Building, and $139,000 and $183,000 already discussed for Library items. These account for all but two small items for Capitol Grounds and the Senate Office Buildings.

The last column covers the bulk of the increases and is for nonrecurring public works items totaling $21,358,000. We have discussed the amounts of $1,250,000 for the Senate site and $18,410,000 for the Library of Congress Madison Memorial Building which make up the greater part of the public works items.

The balance of $1,398,000 is a House item, considered by the House Appropriations Committee, and $300,000 is for a joint item for Capitol Power Plant expansion requirements.

WAGE BOARD EMPLOYEES

That about summarizes it. Then in addition we have included this year in our general statement a statement on the new coordinated Federal wage board system. We give a complete history of the wage board system as it has applied to our employees from 1955 to 1969, on pages 7 through 12. I will highlight it if you wish. We now have 1,249 employees under the Architect, including 51 at the Botanic Garden, who are compensated under the wage board system. These particular employees are engaged in recognized trades and crafts and in skilled and semiskilled manual operations. Since 1955 they have been paid under the wage board system.

COORDINATED FEDERAL WAGE SYSTEM

Senator MONTOYA. On that particular page, what changes have been made in the wage board system? I understand that under the wage board system it was provided that wages be adjusted periodically in accordance with the prevailing rates.

Mr. HENLOCK. That is correct. Throughout the Government, in order to try to get wage rates coordinated in particular areas in which this class of employees work, a coordinated Federal wage system has been adopted throughout the Government during the past year. In November of 1968 wage rates, under the new system, were established for nonsupervisory employees, and in January of 1969 for supervisory employees. Prior to that time we had one wage schedule for all our employees, consisting of 28 grades and three steps in each grade from 1955 to 1960; 17 grades with three steps each, from 1960 to 1962; and 21 grades, with three steps each, from 1962 to 1968. We now have three wage schedules, one for supervisors, covering all supervisors except leaders, which is a separate schedule, and one for nonsupervisory employees. Under the new schedules, we now have 19 grades containing five steps each for supervisory employees; 15 grades, each

with three steps, for leaders; and 15 grades, each with three steps, for nonsupervisory employees.

The new system is more complex than in the past, and has resulted this year in higher costs than in previous years. In fact, this year, the wage increases under the new system were just about double what the increases normally run. That is, of course, no indication that annual increases will continue at such levels.

Senator MONTOYA. What is the difference between this system that you have now and what you had before?

Mr. HENLOCK. It is essentially that we have split up the supervisory and nonsupervisory into many additional grades and wage rate steps.

Senator MONTOYA. Are you following the Federal grade system?

Mr. HENLOCK. We are, Mr. Chairman. The system we are now using is used for blue collar or wage board employees throughout the Government. In fact, we give you detailed information in our general statement which may interest you on this point. On page 9, we show that this system was the result of a Presidential directive so far as the executive branch was concerned and that we adopted this system for our employees to conform to general Government practice. Under the new system, a full-scale wage survey of the Washington, D.C. wage area was made, commencing August 28, 1968, under the leadership of the Defense Department. Twenty-two teams, each made up of one management representative (an employee of the Government) and one union representative were assigned as wage data collectors.

The unions represented were the American Federation of Government Employees and the Metal Trades Council—111 companies were surveyed in the Washington metropolitan area. The wage data, after collection, was first reviewed by a local wage survey committee and, finally, by the Department of Defense.

Pursuant to these studies and findings, new wage rates were established by the Department of Defense for nonsupervisory wage board employees on November 26, 1968, and for supervisory wage board employees, January 24, 1969.

In order to conform with the rates and practices now occurring throughout the Government in this area for building maintenance personnel, we had to make similar adjustments for our wage board employees.

Senator MONTOYA. How often are these wage rates adjusted?

Mr. HENLOCK. Once a year. Usually it is around October, November, or December.

Senator MONTOYA. Does this apply to the restaurant?

Mr. HENLOCK. The Senate and House restaurants use a different system.

Mr. ROOF. Under the coordinated Federal wage system they provided specifically that studies of outside wages would not include restaurant workers. We had been using the District of Columbia wage system and it was based on a study of restaurant workers in this area.

Since the coordinated system did not include studies of restaurant workers, we took the matter up with the Senate Rules Committee and advised them that they had, in effect, two alternatives, one was to adopt the coordinated system which didn't seem to apply to restaurant workers, and would greatly increase costs, and two, was to have the Architect make our own survey. They directed that we do the latter.

Senator MONTOYA. Has that been satisfactory?

Mr. ROOF. Yes, sir; it has so far as we are concerned.

Senator MONTOYA. We will go into that a little later.

Mr. HENLOCK. The Architect is required by law, in the performance of the functions of his office, as distinguished from the restaurants which remain Senate and House functions, to fix the rates of blue collar employees by wage board practices. That is a requirement of law.

INCREASE IN APPROPRIATIONS

Senator MONTOYA. Going back to the previous subject, in effect, you are increasing the Architect's appropriation $22,058,900, and the biggest item representing this increase is the $18,410,000 requested for the James Madison Library addition.

Mr. HENLOCK. Mr. Chairman, that is correct.

Senator MONTOYA. And the $1,250,000 which is represented in the budget request for the New Senate Office addition or site.

Mr. HENLOCK. Yes, sir.

SALARIES

Senator MONTOYA. Let us proceed now to the first item, Salaries, Office of the Architect. I will place in the record at this point pages 16 to 25 of the justifications. Your original 1970 request was $855,300, an increase of $80,300 over the fiscal year 1969 appropriations.

(The information follows:)

SALARIES, OFFICE OF THE ARCHITECT

1969 appropriation in annual act.....$739,000

Pay Supplemental: Civilian Pay Act..... 36,000

Total appropriations - 1969..... 775,000

Additions

MANDATORY ITEMS

Wage-Rate Increases authorized by 5 U.S.C. 5341-5344.....$ 4,000

Within-grade promotions, authorized under Prevailing Rate System, for Wage-Board employees compensated under such system..... 305

Increased Pay Costs authorized by Public Law 90-206, "Federal Salary Act of 1967":

50 officers and employees under this appropriation received pay increases under this Act in the fiscal year 1969. Of these, 48 were effective July 14, 1968 (11½ months). On an annual basis, the increases for these 48 employees totaled $37,350, requiring an additional amount of $1,500 for 1970. The other two, the Architect and Assistant Architect of the Capitol, received pay increases, effective February 23, 1969, totaling, on an annual basis, $17,750, of which $6,850 had to be paid in the fiscal year 1969 for 4½ months, necessitating an additional amount of $10,950 to cover the full-year cost in the fiscal year 1970 -- a total additional amount of $12,450 required to cover full-year pay costs in the fiscal year 1970 for these 50 officers and employees..... 12,450

Additions (Continued)

MANDATORY ITEMS (Continued)

Within-grade salary advancements and other changes authorized for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act).....$10,043

Overtime and Holiday Pay increased from $60,900 to $64,900, resulting from base pay changes authorized by law in fiscal year 1969..... 4,000

Contribution to retirement fund (under "Personnel Benefits") increased from $41,200 to $49,350, required by 5 U.S.C. 8334, covering Government contribution to this fund -- the additional cost resulting from $5,450 increase in base pay rates and $2,700 increase from 6 additional positions requested for 1970..... 8,150

Total Increase - MANDATORY ITEMS.....$38,948

NEW POSITIONS REQUESTED

6 additional positions, as follows:
1 GS-11 Engineering Technician @ $10,203 p.a.
1 GS-7 Engineering Draftsman @ $8,146 p.a.
1 GS-7 Photographer @ $6,981 p.a.
1 GS-5 Accounting Clerk @ $5,732 p.a.
1 GS-4 Clerk-Typist(Flag Office) @ $5,145 p.a.
1 GS-4 Clerk-Typist (Personnel) @ $5,145 p.a.....$41,352

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Additions (Continued)

NEW POSITIONS REQUESTED (Continued)

In view of the current Budget situation and pending further organizational studies as a result of several retirements, the request for 2 of these positions -- 1 GS-11 Engineering Technician and 1 GS-7 Photographer, totaling $17,184 -- is withdrawn.

The other 4 positions, totaling $24,168, are justified, as follows:

1 GS-7 Engineering Draftsman @ $8,146 p.a.

The purpose of this request is to establish a permanent position of Engineering Draftsman on the rolls of the Architect. No such position is now provided. For a number of years, work of this character has been performed by an employee carried on construction rolls in connection with the Capitol Power Plant Changes and Improvements and Expansion of Facilities projects, under which drawings and specifications have been prepared by this office and not by an outside private-practicing engineering firm, since 1961; also in connection with other miscellaneous projects, such as the installation of 3 additional elevators in the New Senate Office Building.

The drafting work performed by this employee has consisted in the detailing of electrical and related mechanical work on drawings required for these projects.

With the completion of many construction projects that have been in progress for the past 10 or 15 years and the resultant addition of buildings and other installations to our maintenance requirements; with the resultant need to perform expanded maintenance and repair work, involving maintenance, repair, and modifications of existing electrical and related mechanical installations, requiring preparation of drawings and specifications by our own technical personnel, it is now necessary that there be provided funds to carry on our rolls, on a permanent

Additions (Continued)

NEW POSITIONS REQUESTED (Continued)

year-around basis, an engineering draftsman who will devote his time to electrical and related mechanical drafting work required for our maintenance activities.

An important factor contributing to the need for this position, is our inability to maintain the electrical and mechanical installation drawings for all of our buildings in a current status, reflecting numerous modifications and additions made in such drawings from year to year. The obsolescent character of many of the mechanical and electrical installation drawings makes them practically useless as reference material. When operational emergencies arise, this circumstance at times creates serious difficulties and introduces critical delays in resolving urgent operating problems.

Now that there is a lull in major construction work, these and all our other maintenance requirements should be adequately provided for, on a continuing basis. Granting of the request for funds for 1 GS-7 Engineering Draftsman on a permanent basis for 1970 is therefore urgently asked as a material aid in meeting these needs.

Additions (Continued)

NEW POSITIONS REQUESTED (Continued)

1 GS-4 Clerk Typist (General Central Office Staff) @ $5,145 p.a.

At the present time, only two clerk-typists are provided on the general central office staff, one of whom is assigned to general typing work, and the other to work in connection with the flying and distribution of flags.

For 1970, we are asking for an additional clerk-typist in order to keep abreast of present maintenance activities and workload, which can no longer be kept current by two employees.

We are now faced with an ever-increasing backlog; and, unless an additional employee is provided, the backlog cannot be reduced and work requirements cannot be executed in an expeditious and timely manner.

1 GS-4 Clerk-Typist (Personnel) @ $5,145 p.a.

The Personnel Office is currently staffed by 3 employees who are responsible for providing personnel services for 1,378 permanent employees, 158 patronage employees, and such additional temporary and seasonal employees as are required from time to time in connection with various activities under the Architect. In the calendar year 1968, the Personnel Office handled a total of 2,250 personnel accounts.

NEW POSITIONS REQUESTED (Continued)

The services provided by the Personnel Office include counseling employees on matters of retirement, life insurance, health benefits insurance, unemployment compensation, annual and sick leave, and administering those programs; administering salary and wage programs, involving such matters as applying proper salary rates for new appointees and promoted employees; effecting within-grade salary advancements, when due, for Classification Act, Wage-Board, and other employees and maintaining necessary records as a basis for such actions; processing personnel action documents, such as letters of appointment, promotion, transfer, and salary and wage adjustments; advising employees of new programs and changes in existing programs; developing and administering new programs; issuing employee identification cards; administering grievance procedures program; and establishing and maintaining complete position control and other personnel files on all employees.

Prior to April 1965, the Personnel and Payroll divisions operated as a single office and the services of both units were pooled. Congress placed the Office of the Architect of the Capitol under mandatory site-audit by the General Accounting Office by Act of August 20, 1964. In accordance with guidelines established by that Office, in April 1965, the Personnel and Payroll divisions were reorganized into two separate offices -- the Personnel division being established as a separate office, and the Payroll division being made a part of the Accounting Division. This left the Personnel office with only 3 employees.

The work of the Personnel Office has increased significantly since this reorganization, due to an increase of 316 employees on the permanent rolls, resulting from the staffing of the Rayburn Building in 1965, the air conditioning of the Main Library of

Additions (Continued)

NEW POSITIONS REQUESTED (Continued)

Congress Building, the installation of electronic equipment in the Capitol group of buildings, and a general increase in the workload of offices and shops under the Architect's jurisdiction. The work of the Personnel Office has also increased due to efforts to improve personnel programs for employees of the Architect through the development of new programs and changes in existing programs.

New personnel programs established include (1) grievance and adverse action appeal procedures; posting of job vacancies; issuance of employee identification cards; wage-board job evaluation appeal procedures; adoption of payroll allotment plans for the purchase of U. S. Savings Bonds and Notes; adoption of the Coordinated Federal Wage System for grading and compensating wage-board employees. Administration of these programs requires extensive clerical work on the part of the Personnel Office. As a result of this additional work and the additional work brought about by the increase in the Architect's maintenance personnel, the point has now been reached where the present staff of 3 employees can no longer keep abreast of the current workload.

The Personnel Office is faced with a continuous backlog of clerical work, and the time delay in processing personnel documents has an adverse affect on employee morale of the overall organization under the Architect, as well as delaying preparation of payrolls. An additional GS-4 Clerk-Typist is requested for 1970 to help relieve this condition.

1 GS-5 Accounting Clerk @ $5,732 p.a.

A regular staff of 7 employees is provided for carrying on the work of the Architect's Accounting Office. In order to carry on this work in an efficient manner and keep abreast of current workload, it is requested that 1 additional employee be allowed for this unit for 1970.

NEW POSITIONS REQUESTED (Continued)

The work required of the Accounting Office has been undergoing gradual, continuous growth, due to the completion of buildings and other projects which, upon completion, have added greatly to the maintenance functions of the Architect's Office; due to modernization and improvements in accounting methods and procedures; and due to internal changes necessary to conform to changed procedures of other agencies of the Government with whom business is transacted.

Computer equipment now in use in the accounting office for preparation of payrolls and related records is also to be used for handling of our accounting operations next year. The accounts system, now in use, is to be converted to computerization in the fiscal year 1970. This conversion will not only improve our accounting procedures but also enable us to supply, on a current basis, information required by the Treasury Department and other agencies in carrying out their functions with respect to compilation of overall government accounting data. This will entail establishment of additional procedures and operational methods, increasing the workload of the Accounting Office.

Another change that will increase the workload in the coming year is a change ordered by the Treasury Department in the handling of income tax deductions made on payrolls. For a long while, government agencies have been required to deposit tax deductions withheld from payrolls with the Treasury Department four times a year, at the end of each quarter. Under a recent change, all agencies are required to report and make such deposits at the time each payroll is paid. This means that in the fiscal year 1970, 180 deposits, covering biweekly, weekly, and semi-monthly payrolls, will have to be made, in lieu of 4 deposits heretofore required to be made annually. This will increase the workload of the Accounting Office.

Additions (Continued)

NEW POSITIONS REQUESTED (Continued)

A further change that has added to the workload of the Accounting Office is a change in billing procedures adopted by the General Services Administration with respect to procurements made from the General Supply Schedule. Since we operate under 18 or 20 different appropriation accounts, purchase orders are made separately for items purchased under each appropriation. For many years, the General Services Administration billed our office for items procured through the General Supply Schedule on an individual order-appropriation basis. This procedure has been changed under a new billing system adopted by the General Services Administration under computerized billing procedures. All bills are now submitted on a consolidated basis, without regard to appropriations. This has necessitated a change in our Accounting Office procedures whereby receiving units in each building under the Architect are now required to submit receiving documents to our accounting office, where voucher examiners are required to reconcile these documents with purchasing and billing documents. In addition, the voucher examiners are required to consolidate cost information on an appropriation basis from the billing documents. Under the prior simplified procedure, when billing documents were received on an appropriation basis, the documents were forwarded directly to building superintendents for verification of receipt of goods and recommendation for approval, and, if then otherwise in order, bills were scheduled for payment without the necessity of further operational procedures. All of this results in additional work for the Accounting Office.

Another change that will add to the workload of the Accounting Office is the adoption of a program of payroll deductions for the purchase of savings bonds, commencing in May 1969. This action is in response to past and present Government appeals that such a program be adopted and put in effect by all agencies.

Additions (Continued)

NEW POSITIONS REQUESTED (Continued)

The number of vouchers to be prepared, examined, and filed has also increased, from year to year, due to increased maintenance expenditures resulting from completion and occupancy of additional buildings and other items requiring maintenance. Most of the vouchers cover expenditures for maintenance work. The number of vouchers now required to be processed, annually, totals approximately 6,400. This results in an increase in the workload of the Accounting Office.

These and other miscellaneous changes, such as changes in Government procedures in handling of Bills of Lading for furniture and other specialized items of equipment, have also contributed to increase in workload -- resulting in the request for 1 additional position in our Accounting Office.

TOTAL ADDITIONS.....(+) $ 80,300

Total Estimate for 1970..... $855,300

POSITION WITHDRAWAL

Senator MONTOYA. However, you have withdrawn your request for two positions, that is one GS–11 engineer technician and one GS–7 photographer for a total reduction of $17,184, making your revised request $838,116, an increase of $63,116. Why did you withdraw these positions?

Mr. HENLOCK. In view of the current budget situation and pending further organizational studies as a result of several retirements, we felt that this request should be withdrawn. I might add, Mr. Chairman, although we do show $17,184 as the cost of these two positions. there is included also in the mandatory items $1,116 for retirement cost that would have to be paid if these two positions were allowed; so the total to be withdrawn is actually $18,300.

We did not reflect the total figures in such form on our budget sheet.

Senator MONTOYA. Now this figure would have to be withdrawn from another item?

Mr. HENLOCK. $18,300 would simply come off the appropriation total of $855,300, instead of $17,184.

Deleting these two positions, we are asking for four additional positions.

ENGINEERING DRAFTSMAN

Senator MONTOYA. You are requesting one GS–7 engineering draftsman at $8,146 per annum. Why is it not feasible to continue to employ the services of the draftsman now on the construction rolls as heretofore.

Mr. HENLOCK. For one thing, there are not any major construction projects underway just now; but the real answer is that this employee's time now is going to have to be devoted exclusively to maintenance operations. Maintenance work requiring such full-time service has been gradually increasing, until this employee now is having to devote more and more of his time to maintenance functions, particularly since we do not have provided on our permanent rolls at this time any position of engineering draftsman.

We have had so much construction work, mechanical plant improvements, and other work underway in the past 10 or more years that our electrical and mechanical installation drawings for all our buildings could not be kept in a current status, reflecting numerous modifications and additions that have been made in such drawings from year to year and it is very important that our drawings be brought up to date and thereafter maintained in a current status, particularly to enable us to avoid critical delays in resolving urgent operating problems when operational emergencies arise.

So the prime purpose of this draftsman will be not only to prepare whatever drawings of an engineering nature have to be made where we do the work with our own staff, instead of by use of private practicing architects and engineers, but also to bring up to date the present extensive backlog of record drawings which are now not completely coordinated.

NUMBER OF POSITIONS REQUESTED

Senator MONTOYA. How many new positions altogether is the Architect requesting?

Mr. HENLOCK. On the "Salaries, Architect" roll we have asked for six; on the Senate Office Buildings maintenance appropriation for seven; and one for the Library, or a total of 14. Withdrawing two on "Salaries, Architect" roll, leaves a net request of 12.

NEW POSITIONS FOR SENATE OFFICE BUILDINGS

Senator MONTOYA. As to the seven which are being requested for the Senate Office Buildings, will you explain what those positions comprise?

Mr. HENLOCK. Mr. Caraway is prepared when we reach our justification for the Senate Office Buildings appropriation to explain that particular item. If you wish, Mr. Caraway will proceed with his explanation now.

Senator MONTOYA. You can proceed, Mr. Caraway, and tell us about those positions and why you need them.

Mr. CARAWAY. We need six additional charwomen and one char inspector, due to the addition of new suites of rooms that we are just finishing. There are 13 rooms being provided in the new building in space vacated by the telephone exchange and we have picked up five additional rooms in the basement of the old building. One of these basement rooms is exceptionally large and, by subdividing this room, we are providing cubicles for 10 Senators for robotype use. We have partitioned it off into 10 separate spaces.

ADDITIONAL ROOMS TO BE CLEANED

Senator MONTOYA. Is that what you call 10 rooms or are you counting that as one room?

Mr. CARAWAY. We are adding a total of 18 rooms, of which 13 are in space in the new building vacated by the telephone exchange and five in the basement of the old building, counting as one room the 10-partitioned areas.

Senator MONTOYA. You are counting that as one room?

Mr. CARAWAY. Yes, sir; as stated, it is one large room partitioned off into 10 stalls or cubicles.

Senator MONTOYA. And how many of these positions will you need for this particular room?

Mr. CARAWAY. We estimate one person is required for 12 rooms.

Senator MONTOYA. Are you counting this particular big room as one room or are you counting each?

Mr. CARAWAY. Each one is counted, 10 small rooms so far as cleaning is concerned.

Senator MONTOYA. How big a room is it?

Mr. CARAWAY. Each cubicle or stall is about 10 feet by 10 feet.

Senator MONTOYA. How big is the room itself?

Mr. CARAWAY. It is about 50 feet long and 20 or 25 feet wide. It is in the basement of the old building. This room was more or less of a storage area used by the Sergeant at Arms office.

Senator MONTOYA. What does an average charwoman take care of in a day?

Mr. CARAWAY. Twelve rooms.

Senator MONTOYA. Is that about average in that kind of an occupation?

Mr. CARAWAY. Yes; for 6 hours' work.

Senator MONTOYA. Are they paid by the hour or a salary?

Mr. CARAWAY. By the hour.

ADDITIONAL ROOMS PROVIDED

Senator MONTOYA. Besides this particular big room, what other additional rooms do you have added to your load?

Mr. CARAWAY. We are adding 13 new rooms in the telephone exchange area of the new building and five rooms in the basement of the old building, formerly used as a storage room.

Senator MONTOYA. Are those the basement rooms?

Mr. CARAWAY. Basement rooms; they are all in the basement in the old building.

NEW POSITIONS

Senator MONTOYA. You feel you need these seven positions?

Mr. CARAWAY. I am asking for one inspector and six charwomen. The inspector is needed to make the rounds to see that required cleaning is done at night. We have four of them now, which is not enough to cover both buildings.

Senator MONTOYA. What do you do when you hire these women? What kind of security measures do you go through?

Mr. CARAWAY. We get a police report on them. I am interested mostly in whether they have a police record or any bad debts that will cause harassment.

Senator MONTOYA. You would have no problem with your help here taking anything away from the offices?

Mr. CARAWAY. We get accused of it at times. I don't know whether it is our employees who are at fault in such instances. It could be other inside personnel as well as it could be ours. For instance, there are post office employees and other Senate personnel moving about the buildings. We do check our personnel and we know who is in any room each night. So it does not seem likely that any of our employees would go into offices and take something, knowing that we are aware of what employees are in each office every night. But we do get accused of such things at times.

Senator MONTOYA. Now is that all you are requesting?

POSITION NOT INCLUDED IN BUDGET

Mr. CARAWAY. We now have a bricklayer or mason on a temporary basis, doing construction work for us. I would like to put him on our permanent roll as a WG–10, which is approximately $9,000 a year.

Senator MONTOYA. What does he get now?

Mr. CARAWAY. Last year we paid him $5,606 for less than 6 month's work. This year, so far, we have paid him $7,149 through July 26. We still have seven rooms to construct on the old building to take care of the Centrex telephone system.

This employee is willing to take a permanent position at grade WG–10 rate of pay. With all the extra remodeling and construction work we are doing from year to year to meet changing needs, I think it would be wise to provide for this position on the permanent roll, which would give us a total of three good men to take care of remodeling and construction work we are called upon to do.

This man is also an excellent tile-setter. He just finished installing tile in six new toilet rooms in added areas. I think it would be wise to offer this man a permanent position. We need his services all the time.

Senator MONTOYA. You are hiring him anyway on an hourly basis, is that it?

Mr. CARAWAY. We are paying him now $6.40 an hour.

Senator MONTOYA. And you are exceeding the $9,000 you are requesting by hiring him on that basis, are you? You indicated that for half a year he made $7,100?

Mr. CARAWAY. Yes, sir; that is for 6 months, almost 7 months. As a permanent employee, we can have his services for $3.65 an hour compared to $6.40 an hour we are paying him now on a temporary basis. He will take the job.

Senator MONTOYA. I think almost anybody who is a bricklayer would, because they don't work in the winter.

Mr. CARAWAY. That is right.

SALARIES, ARCHITECT OF THE CAPITOL

Senator MONTOYA. What other positions?

Mr. CARAWAY. The others are under "Salaries, Architect of the Capitol."

Senator MONTOYA. Yes, we are discussing positions now and you have discussed your positions.

Now will you continue your discussion on your positions?

NEW POSITIONS ON OFFICE STAFF

Mr. HENLOCK. Yes, Mr. Chairman. We are asking for three new clerical positions—two clerk-typist positions and one accounting clerk.

CLERK-TYPIST, CENTRAL OFFICE STAFF

On our central office staff, we now only have two clerk-type positions provided for all the general clerk-typing work required to be done in our central office, and this includes services in connection with the flying and distribution of flags. We are faced at present with increased backlogs and are asking for one additional clerk-typist, GS–4, at $5,145 to help relieve conditions.

CLERK-TYPIST, PERSONNEL DIVISION

We ask for one additional clerk-typist, grade GS–4 at $5,145 for our personnel office. Prior to April 1965, our Personnel and Payroll Divisions operated as a single office and the services of both units were pooled. In April 1965, pursuant to guidelines established by the General Accounting Office, the Personnel and Payroll Divisions were reorganized into two seperate offices—the Personnel Division being established as a separate unit and the payroll unit being made a part of the Accounting Division. That left only three employees in the Personnel Division.

Since this reorganization, the work of the Personnel Division has increased significantly due to an increase of 316 employees on the permanent rolls, resulting from staffing of the Rayburn Building and other added activities that have occurred more recently until the point has been reached where these three employees now have to handle a total of 2,250 personnel accounts. Of course, as new laws are passed affecting personnel, these three employees have to apply them and put them into effect, plus all the paperwork to be done, such as appointments and the other usual activities that must be carried on by any personnel unit in the Government.

The work is now backlogged to the point that we do not believe we are doing justice to employees whose pay adjustments, appointments, and other personnel paper transactions are subject to delayed action because we do not have enough personnel staff to process them currently.

ACCOUNTING CLERK

We have asked for one more clerk in our Accounting Division. We now have seven employees assigned to that division. In the past several years, an extensive computer system has been installed and is now being used for preparation of payrolls and related work of that character. We hope, in the coming year if this employee is granted, to extend use of the computer system to handle also our accounting operations, which will result in greater efficiency and maintaining our accounts on a current basis. Through reorganization, this and other changes can be accomplished with one more employee.

NUMBER OF EMPLOYEES ON "SALARIES" ROLL

Senator MONTOYA. How many employees altogether do you have at the present time?

Mr. HENLOCK. We carry on this appropriation 55 employees.

Senator MONTOYA. And you are asking for six additions?

Mr. HENLOCK. Actually four under our revised request.

Senator MONTOYA. You have dropped two?

Mr. HENLOCK. Yes, sir.

Senator MONTOYA. Did you drop the photographer?

Mr. HENLOCK. Yes, Mr. Chairman and the engineer-technician, grade 11.

COMPUTERIZATION OF ACCOUNTS

Senator MONTOYA. On page 23 of the justification you indicate that the accounts system will be computerized in fiscal year 1970. Do you have the funds for this conversion in hand or how would it be financed?

Mr. HENLOCK. We already have the computer equipment required. It is simply a case of getting more manpower in order to make the conversion, because we have to set up more extensive operational accounts.

Senator MONTOYA. You are not using it yet?

Mr. HENLOCK. We have been using it for payrolls, retirement and other related records, everything that goes into the makeup of payroll accounts for our 2,000-odd employees, permanent and temporary.

Senator MONTOYA. If you get the new position, will you be able to use it in full force?

Mr. HENLOCK. Yes, sir; we would be able to use it for that particular purpose in addition to payroll operations.

Senator MONTOYA. You would not need any more employees?

Mr. HENLOCK. Mr. Roof, do you think there would be more need in the future?

Mr. ROOF. I cannot envision that there would be, Senator, unless the workload is increased substantially.

TRAVEL LIMITATION

Senator MONTOYA. Now next we have the limitation on travel expense at $20,000, the same as that provided last year. Now will you please explain under what circumstances would you have occasion to require travel expense under the Architect of the Capitol?

Mr. HENLOCK. Yes, it is done principally by architects, engineers, and other consultants, and by members of our staff in connection with construction projects. It is also done in connection with maintenance work by our powerplant, air conditioning, electrical and other engineers who go to factories and other places for inspection of equipment; and by our landscape architect for visits to nurseries in connection with the procurement of plant material.

Actually, Mr. Chairman, except when we have major construction work going on, we do not expend a great deal for travel. In 1968, we spent about $3,400; 1967 about $7,700; $11,000 in 1966. In some years, it has come close to the limitation of $20,000.

However, as you have stated, it is not an appropriation; it is just a limitation on the total amount that may be expended for travel from any and every fund made available to the Architect for construction or maintenance purposes. It has been imposed since 1927.

Senator MONTOYA. Where do you get the money for travel?

Mr. HENLOCK. Travel expenses are absorbed out of our general construction and maintenance appropriations. It is not appropriated as a separate item; it is absorbed out of our general appropriation accounts.

TOTAL POSITIONS UNDER ARCHITECT

Senator MONTOYA. Will you please provide for the record a tabulation, giving the breakdown of the total number of positions under the Architect of the Capitol for fiscal year 1969, and the additions for fiscal year 1970?

Mr. HENLOCK. Yes, Mr. Chairman; we will be glad to do so.

(The information follows:)

NUMBER OF POSITIONS—ARCHITECT OF THE CAPITOL AND BOTANIC GARDEN

Appropriations	1969 allowed	Requested 1970 budget
Salaries, Office of the Architect of the Capitol	55	61
Capitol Buildings	186	186
Capitol Grounds	78	78
Senate Office Buildings	377	384
Senate Garage	7	7
House Office Buildings	644	644
Capitol Power Plant	92	92
Library Buildings and Grounds	64	65
Subtotal	1,503	1,517
Botanic Garden	56	56
Total	1,559	1,573

ARCHITECT OF THE CAPITOL AND BOTANIC GARDEN—NEW POSITIONS REQUESTED IN BUDGET, FISCAL YEAR 1970

Appropriations	Wage board positions	General services positions	Total positions
Salaries, Office of Architect of the Capitol		6	[1] 6
Senate Office Buildings	7		7
Structural and mechanical care, Library Buildings and Grounds		1	1
Total	7	7	14

[1] Request for 2 of these positions being withdrawn.

CONTINGENT EXPENSES

Senator MONTOYA. For contingencies you are requesting $50,000, the same as for fiscal year 1969. I am placing in the record pages 29 through 31 of the justifications, which explain the purpose for which moneys have been expended from the fund.

Do you wish to add anything to the explanation given in these pages?

Mr. HENLOCK. Only that since they were prepared, there is one additional expenditure of $5,000, which became necessary in June 1969, to make emergency repairs to the water main serving the Senate Office Buildings, bringing our total obligations to $37,265. Any amounts that are unexpended are, by law, returned to the Treasury.

Senator MONTOYA. What balance did you have remaining in the fund in the end of fiscal year 1969?

Mr. HENLOCK. We will have approximately $13,000; in 1968, our last definite figure, was $22,239.

Senator MONTOYA. You have always had a balance on this?

Mr. HENLOCK. Yes, Mr. Chairman. Sometimes it has been as low as $3,000 and other times as high as $30,000.

(The information follows:)

Contingent expenses, $50,000

This is the same amount as allowed for 1969. This is an item allowed annually since the fiscal year 1956, and is required in order to facilitate the work performed by the Architect of the Capitol in behalf of the Congress. Its purpose is to enable the Architect of the Capitol to make surveys and studies and to meet unforeseen expenses in connection with activities under the care of the Architect.

As stated in previous Hearings, it is considered desirable as problems arise in connection with the needs of the Congress that there be available, annually, a limited fund upon which the Architect may draw to employ necessary assistance and to incur such other expenses as may be necessary to make surveys and studies required to ascertain facts, solutions, and estimates of cost to meet such problems.

As also stated in previous Hearings, it is likewise considered desirable when the work of Committees and Commissions of the Congress might be expedited, such as by the extension of a rostrum, rearrangement of lighting, erection of partitions, installation of a public address system, or emergency repairs to mechanical equipment, that the Architect of the Capitol be in a position to meet these conditions promptly, without waiting the delays necessarily incident to the securing of a supplemental appropriation for items costing only a few thousand dollars.

During the fiscal year 1969, allocations totaling $32,265 have been made against this fund, of which $5,000 has been for engagement of the services of acoustical engineers, who in the past year completed a survey of sound reinforcement requirements for the Senate Chamber, to make a similar study of the House Chamber in order to develop information, analysis, cost and other data required as a basis for future design of an up-dated, improved sound reinforcement system for the House Chamber so that the Architect of the Capitol might request funds for design and installation of a new system when the House Appropriations Committee holds hearings on the 1970 Legislative Branch Appropriation Bill, should the House Leadership so desire—the expenditure for the survey having been authorized by the Speaker of the House of Representatives; $3,175 for construction of five booths for attendants in the Rayburn Garage—requested by the Chairman of the Special House Committee on Parking and approved by the Speaker of the House; $15,000 for improvements to the Senate Parking Lot located in the Capitol Grounds at First and D Streets NE., including extension of paved areas and lining of parking spaces to accommodate over 100 additional cars, and also including installation of a 6-foot high chain-link fence with two gates and an additional guardhouse to protect cars parked on the lot from vandalism and to improve ingress and egress of automobiles during the morning and evening rush hours—approved by the Chairman of the Senate Committee on Appropriations; $730 for additional services in connection with the sound reinforcement studies for the Senate Chamber; $8,360 for emergency repairs to terraces, curbs, and retaining walls in the Capitol and Library grounds, damaged by traffic accidents (Capitol Grounds, $3,560; Library Grounds, $4,800). Every effort has been and will continue to be made to collect from insurance carriers or other responsible parties the costs of these repairs, and any and all funds collected will, in accordance with the requirements of law, be turned into the Treasury as Miscellaneous Receipts and not be credited to the Capitol Grounds and Library Buildings and Grounds appropriations or any other appropriation.

CAPITOL BUILDINGS

Senator MONTOYA. Now for Capitol Buildings, you are requesting $2,032,400, a net reduction of $52,300 from the fiscal year 1969 appropriation. This net reduction, however, takes into account nonrecurring items appropriated in fiscal year 1969 and nonrecurring items requested for fiscal year 1970.

Now I will ask that pages 32 to 39 be placed in the record at this point.

(The justification follows:)

CAPITOL BUILDINGS

1969 appropriation in annual act		$2,010,200
Pay Supplementals: Wage-Board $49,500; Civilian Pay Act, $25,000		74,500
Total appropriations - 1969		2,084,700

Deductions

Maintenance, air-conditioning systems - decreased from $21,500 to $16,000. This allotment is decreased due to dropping of a nonrecurring item of $5,500 allowed for 1969, not required for 1970, for replacement of two compressors and two high-pressure tanks serving Senate side of Capitol and two high-pressure tanks serving House side of Capitol.	$ 5,500	
Construction of rooms in light shaft, Senate side of Capitol: nonrecurring item allowed for 1969, not required for 1970	230,600	(-) 236,100
Base for 1970		$1,848,600

Additions

MANDATORY ITEMS

Wage-Rate Increases authorized by 5 U.S.C. 5341-5344: New wage rates, effective November 3, 1968, under the Coordinated Federal Wage System, affecting 115 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1969, and required to be paid at such rates for 12 months in fiscal year 1970 -- Additional funds required	$35,500

Additions (Continued)

MANDATORY ITEMS (Continued)

Within-grade promotions, authorized under the Prevailing Rate system, for Wage-Board employees compensated under such system	$ 5,260
Increased Pay Costs authorized by Public Law 90-206, "Federal Salary Act of 1967": 71 employees under this appropriation received pay increases under this Act in fiscal year 1969. Of these, 51 of the increases were effective July 1, 1968 (full year) and 20 were effective July 14, 1968 (11½ months). For full fiscal year 1970, an additional amount is required of	1,900
Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	8,203
Overtime and Holiday Pay allotment increased from $224,600 to $234,600, resulting from base pay changes authorized by law in fiscal year 1969	10,000
Nightwork and Sunday Differential Pay increased from $15,700 to $18,000, resulting from changes in base pay rates authorized by law in fiscal year 1969	2,300

Additions (Continued)

MANDATORY ITEMS (Continued)

2 Nurse positions allowed for fiscal year 1969 at request of the Attending Physician, one having to do with laboratory work, the other physical therapy, neither budgeted nor funded for fiscal year 1969, paid in fiscal year 1969 through savings partly from turnover and partly from delay in filling of other vacancies, required to be funded for fiscal year 1970 due to lack of adequate turnover savings available to cover full cost: 1 GS-9 @ $9,308; 1 GS-7 @ $8,149 -- total $17,457 less $6,870 turnover savings being applied.....$10,587

Contribution to retirement fund (under "Personnel Benefits") increased from $66,055 to $68,605, required by 5 U.S.C 8334, covering government contribution to this fund -- the additional cost resulting from increase in basic pay rates..... 2,550

Payment to Employees Compensation Fund (under "Personnel Benefits"), increased from $27,700 to $32,700, required by 5 U.S.C. 8147 (b)..... 5,000
This law requires each agency to include in its annual budget estimates a request for an appropriation in an amount equal to the amount paid from the Employees' Compensation Fund to provide benefits to employees of the agency during the preceding fiscal year on account of service-connected injury or death. The amount paid from such Fund in fiscal year 1968 was $32,700.

Total Increase - MANDATORY ITEMS.....$81,300

Additions (Continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS

Substation Equipment and Repairs - increased from $10,500 to $12,000.....$ 1,500

This allotment provides for the annual maintenance of 28 electrical transformer stations in the buildings under the Architect of the Capitol. The purpose of these transformer stations is to reduce the 13,000 high voltage current purchased from the local Utility Company to lower voltages suitable for use in operation of the lighting and other electrical systems, elevators, and other power-operated equipment in the Capitol group of buildings.

The allotment also provides for maintenance of several miles of high-voltage and low-voltage feeder cables, and about 300 low-voltage distribution transformers.

The transformer stations contain 36 - 13,000-volt circuit breakers, 88 power transformers, 28 network switchboards with about 500 secondary power circuit breakers, 12 battery banks and 5 Diesel emergency generators. This equipment must be inspected regularly and emergency repairs made promptly, in addition to performance of normal preventive maintenance work.

The allotment provides for replacement, servicing and repair of circuit breakers, batteries, transformers, cables, and all other equipment connected with the transformer stations.

No increase has been provided under this allotment for the past 5 years and, in order to insure uninterrupted service, it is requested that for 1970 the allotment be increased by $1,500 to meet constant rising costs of materials and equipment.

Additions (Continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (Continued)

Maintenance of office and computer equipment - increased from $5,000 to $6,000.....$ 1,000

This allotment is required, annually, to cover the cost of maintenance and service contracts required to keep in good operating condition the business machines, computer and other equipment now in use. The services are acquired through General Services Administration Supply Schedule Contracts.

Of the amount requested for 1970, $4,000 is required for maintenance and servicing of the computer equipment. This, being specialized electronic data processing equipment, requires the services of specialists in the electronic field for proper maintenance, repair, and adjustment of this equipment, which is used for preparation of payrolls and related data and related accounting information. $1,000 is required for annual servicing of 2 multilith machines, and $1,000 for servicing other miscellaneous office equipment.

The increase is based on prices being paid since January 1969.

Total Increase - RECURRING ANNUAL ITEMS.....$ 2,500

OTHER INCREASES - NONRECURRING ITEM

Improvement of illumination and modernization of electrical wiring.....$100,000

Under funds, totaling $2,900,000, provided for such purpose under the Extension of the Capitol appropriations, a major program was carried forward during the period 1958 to 1966, of improvement of the illumination and wiring in the Capitol Building.

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEM (Continued)

Under this program, 154 offices, hearing rooms and dining areas in the Capitol were provided with improved illumination and wiring, as were also many public areas, such as the Brumidi corridors on the first floor of the Senate Wing, the Hall of Columns on the first floor of the House Wing, the Crypt directly under the Rotunda, the connecting corridors on the first and second floors and the corridors on all floors in the central portion of the building.

Areas not improved under this program were the elevator lobbies on all floors on the East side of the Senate and House Wings, the corridors on the East, West and North sides of the House Chamber (second and third floors), the Speaker's Lobby, the Members' Retiring Room (second floor) south of the Speaker's Lobby, the corridors on the East, West and South sides of the Senate Chamber (second and third floors), 2 offices on the first floor on the House side and 2 offices on the second floor and 1 office on the first floor on the Senate side; also, the illumination of the oil paintings in the Rotunda and the restoration, in replica character, of the lighting in Statuary Hall.

In May and June 1966, during Hearings on the 1967 Legislative Branch Appropriation Bill, the Appropriations Committees were advised that the estimated cost of providing these areas with improved illumination and wiring would amount to between $400,000 and $500,000.

At that time, a Budget Estimate, in the amount of $100,000, was submitted as a proposed first-year allotment under a proposed five-year improvement program. The Committees were advised at

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEM (Continued)

that time that from four to five years would be required to effect improved illumination and renew wiring in all of the areas remaining to be improved.

The Committees were also advised that all disruptive work associated with the proposed first installment of work could be accomplished before the convening of the 90th Congress, provided that adjournment of the 89th Congress would be not later than September 30, 1966.

The requested appropriation of $100,000 was provided on a "No Year" basis in the Legislative Branch Appropriation Act, 1967.

As the Congress did not adjourn until October 22, 1966, work under this program could not be undertaken on any large scale at the building site during the fiscal year 1967.

Since, with the exception of short recesses, Congress remained in session from January 10, 1967 to December 15, 1967, and from January 15, 1968 to October 14, 1968, only a limited amount of work has been able to be accomplished at the building site during the fiscal years 1968 and 1969. A lighting consultant has been engaged for the project.

Work accomplished, to date, has included installation of ornamental bronze chandeliers in the east corridor of the House Wing leading to the Speaker's Office and in the west corridor of the House Wing in front of the House Appropriations Committee's suite -- all on the second floor; installation of new lighting and complete rewiring in one private office in the Senate Wing and completion of design for two new chandeliers and wiring for one other room in the Senate Wing; completion of design of two specially fabricated ornamental bronze chandeliers for installation at the present poorly lighted portico entrances to the House and Senate Wings; preliminary studies for improving the illumination of the Capitol Dome; studies for new installations

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEM (Continued)

for the large lobby just south of the Senate Chamber and for the main corridor extending north from the House Chamber. Studies for improvement of other areas are also in progress.

Since it now appears that we cannot proceed with any appreciable amount of installation or other disruptive work in the building under this project from now until June 30, 1970, due to lack of adequate adjournment or recess periods in which to perform such work, if the Committee so desires, in view of the present urgent need for Budget reductions where feasible, appropriation of the amount of $100,000 requested for the fiscal year 1970 can be deferred until the fiscal year 1971 without detriment to the project.

TOTAL ADDITIONS.....(+)	$ 183,800
Total Estimate for 1970.....	$2,032,400

EXPLANATION OF INCREASES

Senator MONTOYA. Would you care to comment on that?

Mr. HENLOCK. Yes, Mr. Chairman. As we show on page 34, $81,300 is for mandatory items required by law, such as the wage board increases. On page 35, we show a small item of $1,500 to increase, from $10,500 to $12,000, the annual allotment for maintenance and repair of our electrical substation equipment. No increase has been provided under that allotment for 5 years.

For cost of maintenance and service contracts to keep in good operating condition the computer equipment and other office equipment now in use, we ask to increase our annual maintenance allotment from $5,000 to $6,000. The services are acquired through the General Services Administration supply schedule contracts. According to our best estimate, $6,000 will be required for such service contracts next year.

DEFERRED ITEM

We do have one large item of $100,000, for continuing improvement of the illumination and wiring in the Capitol Building, which we have recommended to the House committee and recommend to your committee be deferred until 1971.

We spent $2.9 million for a major program of improvement of the illumination and wiring in the Capitol under the Extension of the Capitol funds during the period 1958 to 1966. In 1967, $100,000 was provided under the annual "Capitol Buildings" appropriation to continue the program in some of the corridors and other areas not taken care of under the original program.

Since then, Congress has been in virtually continuous session, so the full amount of work contemplated to be done under the $100,000 by the close of the fiscal year 1969 could not be done. Since the funds were provided on a no-year basis, there is no need to ask for a continuation of the unobligated balance of the 1967 appropriation. Upon Mr. Rubel's suggestion, Mr. Stewart has asked that we defer our 1970 request for an additional $100,000 until 1971, as funds now on hand are sufficient for such work as can be done from now until June 30, 1970.

ADDITION TO BUDGET ESTIMATE

That covers all items under "Capitol Building." If you allow the $125,000 for the speech reinforcement system for the Senate Chamber already discussed as we point out in our letter, that would have to be added to whatever "Capitol Building" appropriation amount you allow us for 1970. Addition of the $125,000 would require no identifying language in the appropriation text.

EXPENDITURES REQUIRED

Senator MONTOYA. Under this item "Capitol Buildings," what balance do you have and explain just a little more thoroughly what expenditures you expect to make with respect to the Capitol Building under this particular item.

Mr. HENLOCK. With respect to the "Capitol Buildings" appropriation, as in the case of most of our annual appropriations, about 90 percent of such appropriations is required annually for personnel compensation and related benefits for our maintenance forces. In the case of the Capitol Building, $1,747,000 is required for 1970 for compensation and related benefits for 186 employees of which 71 are so-called white collar and 115 blue collar employees. That accounts for 90 percent of our appropriation request. The balance is $36,000 for annual painting, $7,000 for elevator repairs and improvements; $12,000, just discussed, for substation equipment and repairs, $32,000 for general annual repairs; $18,000 for maintenance and repairs of the lighting systems for the grounds and the floodlighting system for the dome, $16,000 to maintain and service the air conditioning system; $7,000 for repairs to works of art; $6,000 to maintain electronic equipment; $6,000 for maintenance of office and computer equipment just mentioned.

We asked for, but are deleting, as we just stated, the $100,000 included in our 1970 estimate for improvement of illumination; $40,000 is required for annual supplies and materials; and $2,000 for annual equipment.

Those are the items that make up our total appropriation request for "Capitol Buildings" for 1970.

FUNDS FOR CONSTRUCTION

Senator MONTOYA. Let me ask another question on that previous item. In other words, there is no construction at all contemplated for the Capitol Building?

Mr. HENLOCK. That is correct, there are no funds requested or included in our 1970 estimates for the Capitol Building other than for normal minor improvements.

CARRYOVER BALANCE

We do, however, since submission of our prepared justification, ask that $70,000 of the unobligated balance of the 1969 appropriation be continued available until June 30, 1970. We were allowed a total of $230,600 last year to construct rooms in a shaft on the Senate side of the Capitol to provide additional accommodations for Dr. Pearson and also for some additional accommodations for the Senate.

We have invited competitive bids and awarded a contract for the part of this work to be done by construction contract. We received six bids ranging from $137,600 to $164,325. We accepted the low bid in June 1969 and also obligated about $23,000 for other items in connection with this project, last year, for such items as the preparation of plans and specifications, supervision of day labor work at the site, and for the hire of day labor for preparatory work at the site.

UNOBLIGATED BALANCE

The balance, $70,000, we will have to obligate in the fiscal year 1970, to complete the work. We have a detail of the request with us.

Senator MONTOYA. It will be inserted in the record at this point.

(The information follows:)

REAPPROPRIATION OF 1969 FUNDS REQUESTED

CAPITOL BUILDINGS

Not to exceed $70,000 of the unobligated balance of the appropriations under this head for the fiscal year 1969 is hereby continued available until June 30, 1970.

The 1969 appropriation included $230,600 to provide for construction of additional rooms and storage space in a small interior light and air shaft located in the Senate side of the central section of the Capitol, similar to the shaft on the House side in which rooms and other facilities were constructed in 1965 for the Attending Physician of Congress and for use of the House. The $230,600 estimate provided for construction of a 5-floor structure, including a mezzanine floor and an attic floor, containing 2 rooms for the Senate on the second and third floors; a storage and fan room on the attic floor; and an X-ray room, X-ray viewing room, dark room, waiting and dressing rooms, X-ray file room, consultation room, office for X-ray technologist, lavatories, storage room for supplies, and other miscellaneous requirements, for the Attending Physician on the first and mezzanine floors.

Plans and specifications for the work have been completed and a contract, in the amount of $137,600, has been awarded for construction work to be done by a contractor. Other work, to be performed by the Architect through use of day labor, is under way. The $137,600 contract was awarded to the lowest bidder as a result of 6 bids received under competitive bid invitations, ranging from a low of $137,600 to a high of $164,325.

As of June 1969, $137,600 has been obligated for contract construction work and $23,000 for administrative expenses, including cost of preparation of plans and specifications and supervision of day labor work at the site, and for hire of day labor—a total obligation of $160,600, leaving a balance of $70,000 to be obligated in the fiscal year 1970 to complete the work.

The $70,000 is required for the following items: $3,000 for rearrangement of interior layout of the shaft, removal of existing brick walls and construction of new walls, replacement of existing pair of doors, repairs to existing concrete floor slabs and steps, relocation and insulation of utility and service piping, miscellaneous painting and grouting; $24,000 for mechanical work, including procurement and installation of a wing heater, a dampering system and component controls, tubing piping, filters, and insulation, to provide fresh air intake for air conditioning; $500 for work necessary to provide power for the mechanical equipment and for rearrangement of existing lighting; $3,000 for removal of existing cabinet work from a room adjacent to the shaft, cut opening in existing masonry wall and install a door, with necessary framing, trim and hardware, to provide interconnecting access to such room; $14,500 for administrative and field supervision expense; $25,000 contingency to cover construction changes, job difficulties and unforeseen conditions that do not reveal themselves until construction work is in progress, such conditions being quite inherent in work involving remodeling of old structures.

It is therefore necessary to urgently request that the amount of $70,000 be continued available until June 30, 1970, in order to carry this work to completion.

NURSE POSITIONS

Senator MONTOYA. Now you appear to be asking for two nurse positions under this appropriation, but you are not requesting full funding. Why?

Mr. HENLOCK. Last year, the House committee added two nurse positions to this roll without providing any funds to pay them. We absorbed the costs as far as we could. For 1970, we cannot absorb the full-year costs of $17,457, but we do propose to absorb $6,870 through turnover savings, leaving $10,587 to be funded for this coming year.

MAINTENANCE, AIR-CONDITIONING SYSTEM

Senator MONTOYA. For maintenance, air-conditioning system, you are requesting $16,000, a decrease of $5,500. Have the two compressors and other equipment funded last year been installed?

Mr. HENLOCK. Yes, sir; they have. A breakdown of the 1970 request for $16,000 is detailed on page 44 of the justifications. Shall we put that in the record as so stated?

Senator MONTOYA. Yes. I have the list here: Filters, oil, and gas, all that.

(The breakdown follows:)

Breakdown of regular annual estimate for maintenance of air-conditioning system in Capitol Building

Annual items:	
Filters	$5,500
Oil and grease	200
Cleaning equipment	200
Tools	250
Paint	500
Refrigerant	450
Repairs to equipment	700
Food odor neutralization solutions	200
Grills, outlets, and miscellaneous annual replacements and improvements	950
Repairs to refrigeration machines and equipment	3,550
Refrigeration and other refrigerating supplies for House and Senate Restaurants	1,000
Cleaning and chemically treating kitchen ducts and hoods, House and Senate Restaurants	1,500
Heating and cooling coils for replacements	1,000
Total, annual items	16,000

WEST FRONT OF CAPITOL

Senator MONTOYA. What is the status of the proposal to extend the west central portion of the Capitol Building?

Mr. STEWART. I would like Mr. Campioli to discuss this item.

Senator MONTOYA. Go ahead, Mr. Campioli.

CHECKS MADE OF MOVEMENTS

Mr. CAMPIOLI. Since the last emergency repair work was done last year, 1968, we have continued to make periodical checks of the movements of the west central front of the building. We had taken two sets of readings during the emergency repair work last year and the second set of readings indicated movements from the first set of readings.

The consulting engineer thereupon recommended that we continue this program for two more sets of readings, giving us readings for one full year, these readings being taken at intervals of approximately 3 months, and thus giving us readings during each one of the four seasons. Such a procedure would record any variations in expansion and contraction or any movements that might take place because of temperature conditions, or for other reasons.

The third set of readings has already been taken and has indicated movements from the two prior readings. There is one more set of readings forthcoming that will be taken during the month of August.

Senator MONTOYA. In which direction are those movements?

Mr. CAMPIOLI. The readings of movements are being taken both in horizontal and vertical directions. We have 88 stainless steel points that have been established on the west central front on which we take readings of horizontal movements.

Then there are 40 points on which we take vertical readings. The direction of the movement has been westward, for the most part. There have been some points that oddly enough have indicated inward movement, toward the interior of the building from the exterior, but for the most part they are outward.

NEW CRACKS: SHIFTING OF WALLS

In addition to these readings, we have detected on both the north return of the old Senate wing and the south return of the old House wing two new cracks which we have never noticed or seen before. They appear to be new cracks from close examination of them.

Senator MONTOYA. Is that caused by the movement, in your opinion?

Mr. CAMPIOLI. It indicates to us at the moment a shifting of the walls to the west. The building may be, if I may be permitted to use the phrase, "sliding downhill." These cracks are not wide; they are only hairline in thickness, about a 16th of an inch at most. But nevertheless it is a significant item.

Senator MONTOYA. Are they on a new wall?

Mr. CAMPIOLI. No, these are on the old west wall of the building. They are on the old returns of the original Senate wing which was finished in 1800 and the original House wing which was finished in 1811.

REOPENING OF CRACKS AND JOINTS REPAINTED LAST SUMMER: ABSENCE OF EXPANSION JOINTS AND MAJOR CATASTROPHES

Now these four additional cracks, of course, are small in relation to the total number of cracks in the west central front wall, which exceed 1,000. These cracks have occurred in spite of the fact the wall was repointed last summer, and that the wall was repainted after the open joints were repointed. Some of the cracks and joints that were repointed last summer already began to show signs of reopening before the winter season was over.

The reason for such reopening is that the building was not built with expansion joints. There were also failures that occurred during three major catastrophes in the building. The building was burned in 1814 by the British, the west central wing which contained the Library of Congress at the time, had a very bad fire in 1851, which caused these walls to expand again causing vertical cracks, and the final real blow was in 1898 when there was a gas explosion in the basement of the old Senate wing, underneath what used to be the old Senate Chamber.

All of these conditions have contributed to pressures on these exterior walls which are poor in construction by today's standards, but

which have withstood the avalanches of time and catastrophes only because of their massiveness. But these walls do not permit of any tampering to any large degree in the form of replacement of defective or cracked stones.

Westward Movement of Building: Summer Expansion

Senator Montoya. The movement that you have traced westward, approximately how much movement is involved? And how much of the advance has retreated? You indicate that there has been a movement backward again.

Mr. Campioli. These movements have not been very large, as I indicated. I think we are talking of a total movement somewhere perhaps in the neighborhood of an eighth to three-eighths of an inch, some of which may be recouped.

Senator Montoya. What do you mean by "recouped" and to what extent and where?

Mr. Campioli. Only to the extent that in some few areas the subsequent readings indicated a movement inward rather than outward. But generally speaking, when these walls expand from the summer heat and then the cold winter weather hits them, they don't retract and come back to their original positions. Once a wall moves out, it doesn't come back.

What happens is that the cracks open up even more to make up the difference in the shrinkage during the winter period.

Absence of a cohesive core

Senator Montoya. What do you say comes back then?

Mr. Campioli. Well, I can't account for why some of these readings have been inward, except to the extent that the core of the wall was poorly laid. The exterior surface, which consists of soft sandstone, was fairly well laid in full beds of lime mortar. The interior facing of these walls was laid up in rubble stone and it, too, was fairly well laid in lime mortar. But the massive portion in the interior, the middle part or core of the wall, is composed of a mass of stones that were dumped in by wheelbarrows, certain amounts of lime mortar were spilled in on top of them. In many of the core borings we took, we found stones that are completely disengaged from their neighbors.

So what we have, in effect, is an exterior and interior skin which is substantial as far as construction is concerned, but the binder in between does not exist, making it possible to get these inward movements as a result of the existence of an incohesive core.

Exterior and interior movements

Senator Montoya. In other words, if you were to make readings of the outer skin of the Capitol, that has not experienced any movement?

Mr. Campioli. The outer skin has moved. All of the points are located on the outer skin. They are all on the exterior surface.

Senator Montoya. I thought you were telling me that it was the inner part that was giving back and forth. Was it forcing the outer part, is that what you mean?

Mr. Campioli. Yes, if there is a force from within on the outer surface the movement has to be outward, or if the line of least re-

sistance was inward, why presumably the movement would then be inward.

SERIOUSNESS OF CONDITION

Senator MONTOYA. Is that very serious?

Mr. CAMPIOLI. According to our engineer who testified before the Extension of the Capitol Commission a few years ago, he felt the condition was serious and he recommended to the Commission that the Congress should proceed with this project, to extend the building and, make it safe for many years to come.

We have felt, along with our consulting engineers, that the only permanent solution to this problem is to extend the west central front in the same manner that the east central front was extended. Any other attempt to either repair, patch, restore, reface, or whatever you want to call it, will involve itself in a substantial amount of replacement of stones which, in turn, would disrupt the ability of these exterior walls to withstand the thrusts of the interior floor arches, which depend on the exterior walls for support. They are completely dependent upon them.

Any reduction of the thickness of those walls would be like removing part of the flying buttresses on a Gothic cathedral. The nave arch would collapse if one were to tamper with those buttresses.

Senator MONTOYA. Of course, you are not proposing to do anything right now?

Mr. CAMPIOLI. We are not because we must await further instructions from the Commission for this project, before requesting funds to go ahead with the west front extension.

DISPLAY MODEL

Mr. STEWART. May I add something to Mr. Campioli's statement, Mr. Chairman?

On display in my office there is a model of the old Capitol before anything was done with it, painting or pointing or anything else. On that model is marked the cracks that appeared at that time before anything at all was done, before we touched it.

If you have an opportunity to stop down in my office sometime, I think you would be quite interested to see the number of cracks and where they appear.

Senator MONTOYA. Does the model show the cracks?

Mr. STEWART. Yes, we marked the cracks on the model.

Mr. CAMPIOLI. Mr. Chairman, if you will excuse me, here is a set of drawings which are reproductions that we used to make the model to which Mr. Stewart referred. Also superimposed on here in color are the various cracks that have reopened since last year's work, based on inspections made approximately once a month.

FREQUENCY OF CRACKS

Senator MONTOYA. How often have these cracks occurred?

Mr. CAMPIOLI. The building has been pointed and painted approximately every 4 years. By the time the next 4-year cycle comes around, most of the cracks and joints have reopened again.

Senator MONTOYA. Does that indicate a continued forward movemen or does it indicate that it has gone back and forth?

Mr. CAMPIOLI. It could be a combination of both caused by expansion and contraction every year. Each winter, after the work done in the summer is completed, the walls are chilled, shrinkage takes place, and the cracks open up.

By next summer when the walls expand again, instead of closing up the cracks, which is generally impossible due to the fact that granules of stone or mortar usually creep into these cracks preventing their closing, the building expands outward and the corners move out.

Senator MONTOYA. As a matter of fact, you have not noticed any appreciable advance westward of the Capitol Building except as indicated by you a few minutes ago?

Mr. CAMPIOLI. That is correct.

Senator MONTOYA. That is about it?

SERIOUSNESS OF MOVEMENT

Mr. CAMPIOLI. To an engineer, movement of that kind is serious because what you have, in effect, is a series of separated sections of walls. You may have noticed from the drawings in your hands many of those cracks carry all the way through from top to bottom. There now exists a series of independent panels of walls as a result of these cracks that are acting independently, as they are no longer bonded to their neighbors. In other words, out of 31 bays that we have—and by that I mean the window section between pilasters and/or columns, 21 of these have vertical cracks which are continuous on the outside, from the roof cornice down to the ground.

Senator MONTOYA. Could that be caused by pressure from the top, too?

Mr. CAMPIOLI. I don't believe so, sir. I think part of this trouble is also due to the loading that has taken place in this building over the years. I am of the opinion the original designers never contemplated that the Capitol would have to support the loads that it does today. By today's standards the foundations of this building would be considered inadequate as related to the soil bearing capacity.

BREAKDOWN OF EXPENDITURES

Mr. STEWART. Mr. Chairman, I would like to present to the committee a breakdown of the expense of the Capitol Extension project, going back to its origin in 1956.

Senator MONTOYA. Which Extension of the Capitol?

Mr. HENLOCK. This financial statement covers the whole project—it takes in both the east, west, and all other work done to date under the Extension of the Capitol project, including improved illumination, subway terminal, and all other items of work accomplished since 1956, under appropriations totaling $24,560,000.

The general assumption, without such detail, is that most of the expenditure went for the extension of the east front. Actually the expenditure for the east front extension itself was only $11 million. We furnished this same breakdown to the House committee, so if any question should arise as to what the funds provided for this project to date have been expended for, complete information would be available.

PAST EXPENDITURES

Senator MONTOYA. You indicate here that you have expended a total for the west central front of $561,515.

Mr. HENLOCK. That is correct. That is for engineering studies, surveys, measurements, and emergency shoring work, as well as for preliminary plans for the west front extension.

Senator MONTOYA. So actually there has been no construction involved?

Mr. HENLOCK. No, sir.

Senator MONTOYA. The statement of past expenditures will be placed in the record at this point.

(The information follows:)

Extension of the Capitol project; appropriations, obligations, and balances

Total appropriated for project to date	$24,560,000

IMPROVEMENTS EFFECTED, 1956–66

	Total obligated to May 1, 1969
Extension, reconstruction, and replacement of east central front of Capitol	$11,353,722
Alterations to interior of section of building formerly constituting east central front, and related work	1,767,876
Birdproofing entire building, except west central front	81,282
Cleaning exterior stonework, Senate and House wings	93,824
Repairs, cleaning and painting dome, and birdproofing peristyle (not included in item 3 above)	1,403,103
Subway terminal, including 4 new elevators and escalators to serve traffic from terminal Senate side of Capitol	2,434,000
Improved lighting and rewiring throughout Capitol Building, including electronic clocks and legislative call system	2,901,600
Architectural, engineering, and consultant services	1,755,672
Topographic survey of Capitol site, test borings, surveys and studies, administration and miscellaneous	1,555,890
Furniture and furnishings, and restaurant equipment for extended east portion of building	629,786
Total improvements effected, 1956–66	23,976,755

SURVEYS, STUDIES, PRELIMINARY PLANS AND ESTIMATES, AND EMERGENCY REPAIRS, WEST CENTRAL FRONT, 1964–69

Engineering study of condition of west front, 1964:	
Engineering services (consultant)	$30,000
Exploratory work (test pits, soil borings, and cores of wall construction)	71,393
Total	101,393
Emergency repairs, 1965:	
Engineering services (consultant)	3,500
Shoring and bracing	26,573
Total	30,073

Preliminary plans and estimates of cost for extension of the west central front, in accordance with plan 2 approved by the commission in charge of project, 1965–67:	
Architect-engineer fees	$240,000
Advisory architects' fees	4,500
Model of Capitol (as it would appear, extended pursuant to plan 2)	21,024
Total	265,524
Administrative and miscellaneous expenses	50,845
Total, 1964–67	447,835
Emergency repairs, 1968–69:	
Engineering services (consultant)	10,000
Engineering (surveyor) services, to measure and record movements of building	7,273
Additional emergency shoring and bracing for old Senate and House wings at basement level, and for unsupported architrave stones of west central portico not supported by emergency shoring in 1964 or 1965; also, repointing joints, filling cracks, and repainting sandstone masonry	70,163
Administrative and miscellaneous	26,243
Total, 1968–69	113,679
Total, west central front, 1964–69	561,514
Grand total obligated to May 1, 1969	−24,538,269
Balance	21,731

CAPITOL GROUNDS

Senator MONTOYA. For Capitol Grounds you are requesting a net increase of $49,800. I ask that pages 52 to 56 of the justifications be placed in the record at this point.

(The justification follows:)

CAPITOL GROUNDS

1969 appropriation in annual act.....$766,700

Wage-Board Pay Supplemental..... 25,600

Total appropriations - 1969..... 792,300

Deductions

Maintenance of traffic signal lights - decreased from $3,000 to $1,400, due to proposed transfer of cost of purchase of electrical energy, formerly charged under this allotment, to "Capitol Power Plant" appropriation, for fiscal year 1970.....$ 1,600

The balance, $1,400, is required annually to cover the cost by the Potomac Electric Power Company for servicing and replacement of lights and standards.

Maintenance of Taft Memorial - decreased from $2,600 to $400, due to dropping of a nonrecurring item of $2,200 allowed under this allotment for 1969, not required for 1970, for scraping, cleaning of rust and loose scaling paint, sandpapering, and painting with two coats of rust preventive enamel paint the metal stairs, railings, pipe control boxes, doors, and other metal surfaces in the interior of the memorial shaft..... 2,200

Repairs to Grotto - Nonrecurring item allowed for 1969, not required for 1970..... 12,000 (-) 15,800

Base for 1970..... $776,500

Additions

MANDATORY ITEMS

Wage-Rate increases authorized by 5 U.S.C. 5341-5344: New wage rates, effective November 3, 1968, under the Coordinated Federal Wage System, affecting 75 employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1969, and required to be paid at such rates for 12 months in fiscal year 1970 -- Additional funds required	$17,183
Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system	1,541
Within-grade salary advancements authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	201
Overtime and Holiday Pay (5 U.S.C. 5544) increased from $82,815 to $89,010, resulting from base pay changes authorized by law in fiscal year 1969	6,195
Contribution to retirement fund (under "Personnel Benefits") increased from $36,170 to $37,050, required by 5 U.S.C. 8334, covering Government contribution to this fund -- the additional cost resulting from increase in base pay rates	880
Total Increase - MANDATORY ITEMS	$26,000

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEMS

Replacement of sections of concrete sidewalks adjacent to East Front Plaza: Nonrecurring item.....$21,800

Located east of, and adjacent to, the East Front Plaza and extending from the Plaza to First Street East, are two large oval lawn areas, with perimeter concrete sidewalks, one situated south of East Capitol Street and the other north of East Capitol Street.

The oval area and "loop-shaped" sidewalk located south of East Capitol Street are bordered by the "Library" driveway on the north and by the "Southeast" driveway on the south. The oval area and "loop-shaped" sidewalk located north of East Capitol Street are bordered by the "Supreme Court" driveway on the south and by the "Northeast" driveway on the north. These oval areas, sidewalks, and driveways are part of the Capitol Grounds. These sidewalks were constructed about 40 years ago and have not since been replaced.

Approximately 560 square yards of the sidewalk, located north of East Capitol Street on the Senate side, and approximately 1,250 square yards of the sidewalk, located south of East Capitol Street on the House side, have now reached the point of deterioration where they are in urgent need of replacement. Numerous holes have developed in these sections of the sidewalks, concrete is broken and missing, and cracks are appearing and causing the concrete to crumble. These conditions constitute a hazard and expose the Government to Tort claims in the event of injury.

Under the amount of $21,800 requested for 1970, it is proposed to replace these deteriorated sections of sidewalks with new six-inch reinforced concrete slab paving, at an estimated cost of $12.00 per square yard.

The deteriorated sections, proposed to be replaced in 1970, constitute approximately 24% of these two sidewalk total areas.

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEMS (Continued)

Resurfacing Delaware Avenue, between Constitution Avenue and C Street, Northeast, and D Street between Louisiana Avenue and New Jersey Avenue, Northwest: Nonrecurring item.....$12,000

The streets in the area of the Capitol Grounds located between Constitution Avenue and the Union Station were constructed, reconstructed and paved during the period 1931 and 1935 when this area was acquired and developed as a part of the Capitol Grounds. No major resurfacing work has since been done in this area, with the exception of Louisiana Avenue which was resurfaced between New Jersey Avenue and the Union Station in 1962.

The point has now been reached where another two sections of streets in this area of the Capitol Grounds are in need of resurfacing. One section is Delaware Avenue between Constitution Avenue and C Street, Northeast, bordering the Old Senate Office Building on the west, and the other section is D Street between Louisiana Avenue and New Jersey Avenue, Northwest. Due to heavy traffic use, the age of the existing surface, and wear and tear from the weather, the surface of these two streets has deteriorated to the point where they can no longer be kept in satisfactory use through patching and minor repairs, and require resurfacing in the interest of preservation and of the public safety.

Under the amount of $12,000 requested for 1970, it is proposed to resurface these two streets by burning off one-half inch of the existing surface and resurfacing with 1½ inch bituminous surface course. The area to be resurfaced in Delaware Avenue totals 3,050 square yards and in D Street totals 1,800 square yards -- or a total of 4,850 square yards for the two streets.

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEMS (Continued)

Equipment - increased from $6,600 to $12,400.....$ 5,800

The regular annual allotment of $6,600 provides power and hand mowers; truck and tractor equipment, including replacement parts; replacement and upkeep of traffic signs and equipment; tools, brushes, brooms, hose, couplings, waterproof wearing apparel, and other miscellaneous equipment.

A nonrecurring amount of $5,800 is requested for 1970 for purchase of a new 2½-ton dump truck in replacement of a 1951 International 2½-ton dump truck now in use. This 18-year old truck has been in service for Capitol Grounds' use for more than 10 years. When it was acquired by the Capitol Grounds, it had already been in service for 8 years elsewhere in the Government and was acquired as surplus property from the General Services Administration.

Due to its age and constant use, this truck can no longer be kept in economical or satisfactory repair, repair parts being all but impossible to obtain, and should be replaced. This truck is used daily for the removal of trash from the buildings and grounds in the Legislative Group.

Total - NONRECURRING ITEMS..... $39,600

TOTAL ADDITIONS.....(+) $ 65,600

Total Estimate for 1970..... $842,100

EXPLANATION OF INCREASES

Senator MONTOYA. Please give us a brief explanation of the purpose for which you are requesting these additional items.

Mr. HENLOCK. Aside from the mandatory items, such as wage board increases, totaling $26,000, we are asking $21,800, to replace approximately 24 percent of two sidewalk areas extending from the east front plaza to First and East Capitol Streets, around the perimeter of the oval lawn areas; and $12,000 for the resurfacing of Delaware Avenue from Constitution Avenue to C Street, and D Street from Louisiana Avenue to New Jersey Avenue.

We may add that the grand total appropriated during the past 15 years for resurfacing of streets, has amounted to only $147,000, or less than $10,000 overall average per year, and of that amount $95,000 was required for resurfacing the east front plaza. Special allotments for sidewalk replacements have totaled $157,000 in the past 15 years, and of that total $90,000 was required for renewing the paving over the Senate garage and adjacent areas, or an average of $10,000 a year also.

We mention these facts to indicate that it has not been necessary to perform any extensive maintenance work of this nature since Mr. Stewart became Architect of the Capitol.

REPAIRS TO GROTTO

Senator MONTOYA. Has the repair work on the Grotto and the Taft Memorial for which you requested funds last year been completed?

Mr. PINCUS. Yes, sir; that has been completed.

BREAKDOWN OF PERSONNEL AND COST ALLOCATION

Senator MONTOYA. For the purpose of the record, I think it would be well to include a breakdown of the work force employed under the "Capitol Grounds" appropriation at this point in the record. Would you furnish that?

Mr. HENLOCK. Yes, that is on page 58, and the allocation of costs is on page 59, both of which we submit for the record.

(The justification follows:)

Breakdown of Capitol Grounds force

Men for trimming, cultivating, weeding, planting, transplanting, spraying, pruning, grass cutting, and other gardening functions	20
Men for tree surgery work	5
Men on lawn irrigation systems	5
Men for care of grounds of 3 House Office Buildings and Capitol Powerplant	6
Men for care and maintenance of landscaped areas around and above underground garages	2
Men for cleaning walkways, approaches, porticoes, and terraces, and assisting in heavy landscape and gardening work	12
Men on sewer and concrete work	4
Man operating heavy equipment, such as grader, bulldozer, and tractor loader	1
Men for maintenance of motor and other mechanical equipment	5
Men on trucks, hauling and removing trash and debris from the Capitol Grounds and the buildings in the legislative group	12
Man for janitorial work in locker rooms and toilets	1
Men for direction, supervision, and clerical work	5

In inclement weather, the Capitol Grounds men are also used for such work as repair and sharpening of tools, repair of equipment, cleaning debris from the Capitol, and other miscellaneous cleaning work. They are also used for raking and removing leaves, and for snow removal, and assist in preparing for functions, band concerts, parades, unveiling exercises and other ceremonies in the Capitol, Flag Day exercises, Inaugural Ceremonies, and the like.

COST DISTRIBUTION—CAPITOL GROUNDS, ESTIMATE 1970, $842,100

Items of expense	Supervisory, administrative, and miscellaneous	Care and maintenance of lawns, trees, shrubs, flowers and other planted areas, and landscape improvements	Care and maintenance of streets, walks, fountains, pool, retaining walls, sewer and drainage systems	Hauling trash from Capitol Grounds and Buildings in legislative group; maintenance and repair of trucks and other mechanical equipment
Personnel:				
5 men	$63,950			
39 men, plus temporary summer labor		$355,800		
16 men			$125,850	
18 men				$148,000
Personnel benefits	4,700	24,200	8,150	9,350
Supplies, materials, plant material, equipment, and repairs		29,500		
Repairs, replacements, equipment, snow removal, and miscellaneous			[1] 60,600	
Motor trucks and tractor equipment, repairs to trucks and other motor equipment, gasoline and oil				6,200
Purchase of new 2½-ton dump truck				5,800
Total	68,650	409,500	[1] 194,600	169,350

[1] Includes 2 nonrecurring items:

Replacement of sections of concrete sidewalks adjacent to East Front Plaza	$21,800
Resurfacing Delaware Ave. between Constitution Ave. and C St. NE., and D St. between Louisiana Ave. and New Jersey Ave. NW	12,000

SENATE OFFICE BUILDINGS

Senator MONTOYA. Now, the next item is Senate Office Buildings for which you are requesting a total of $3,286,500, a net increase of $233,600 over the 1969 appropriation. Pages 67 to 76 of the justifications will be placed in the record at this point.

(The justification follows:)

SENATE OFFICE BUILDINGS

1969 appropriation in annual act.....$2,878,900

Pay Supplementals: Wage-Board, $164,000; Civilian Pay Act, $10,000..... 174,000

Total appropriations - 1969..... 3,052,900

Deductions

Replacement of marble balustrades on the terraces at the Southeast and Southwest corners of the Old Senate Office Building: Nonrecurring item allowed for 1969, not required for 1970.....(-) 28,000

Base for 1970..... 3,024,900

Additions

MANDATORY ITEMS

Wage-Rate Increases authorized by 5 U.S.C. 5341-5344: New wage rates, effective November 3, 1968, under the Coordinated Federal Wage System, affecting 291 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1969, and required to be paid at such rates for 12 months in fiscal year 1970.....$ 89,609

Within-grade promotions, authorized under the Prevailing Rate System, for Wage-Board employees compensated under such system..... 4,949

Increased Pay Costs authorized by Public Law 90-206, "Federal Salary Act of 1967":

86 employees under this appropriation received pay increases under this Act in fiscal year 1969. Of these, 48 of the increases were effective July 1, 1968 (full year) and 38 were effective July 14, 1968 (11½ months). For full fiscal year 1970, an additional amount is required of..... 2,000

Additions (Continued)

MANDATORY ITEMS (Continued)

Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	$ 3,627
Overtime and Holiday Pay increased from $264,185 to $268,200, resulting from base pay changes authorized by law in fiscal year 1969	4,015
Nightwork and Sunday Differential Pay increased from $87,000 to $89,500, resulting from base pay changes authorized by law in fiscal year 1969	2,500
Contribution to retirement fund (under "Personnel Benefits") increased from $132,500 to $137,500, required by 5 U.S.C. 8334, covering Government contribution to this fund -- the additional cost resulting from increase in base pay rates	5,000
Total Increase - MANDATORY ITEMS	$111,700

NEW POSITIONS REQUESTED

7 additional positions on charforce ..... $ 31,000

1 Char Inspector, Wage-Board 4: $5,000 per annum
(Base Pay: $4,700 p.a.; Night Differential: $300)

6 Charwomen, Wage-Board 2: $26,000 per annum
(Base Pay: $4,000 p.a. each)
(Night Diff: $ 333 p.a. each)

The charforce, at present, consists of 5 Char Inspectors and 100 charwomen, all of whom work on a biweekly basis of 64 hours. These employees have for some time been handling a maximum workload.

Additions (Continued)

NEW POSITIONS REQUESTED (Continued)

There is now urgent need for the services of 1 additional Char Inspector and 6 additional Charwomen to meet minimum service requirements. The need arises from increased occupancy of offices and other rooms in the two Senate Office Buildings, resulting from the employment of additional personnel on Senate staffs and crowded conditions in offices and other rooms arising from the necessity of housing the additional personnel in rooms in the two buildings already occupied beyond normal space requirements. Such crowded occupancy increases the time required for the daily cleaning of offices and committee rooms.

The additional personnel requested for 1970 will help make it possible to carry on the cleaning work in the two buildings within the hours scheduled for performance of such work, and will also aid in more expeditious handling of the extra work which has to be performed after the many receptions, meetings, and other activities held in the Senate Office Buildings, and in handling the extra cleaning required during office moves and after painting of rooms.

OTHER INCREASES - RECURRING ANNUAL ITEMS

General Annual Repairs increased from $25,000 to $26,000.....$ 1,000

For 1969, $25,000 was allowed. For 1970, $26,000 is requested, an increase of $1,000. This allotment provides for annual repairs to the roofs, skylights, revolving doors, vacuum cleaners, scrubbing machines, electric spraying machines, hand trucks and other equipment; for general structural care of the two Senate Office Buildings; for repairs to restaurant equipment located in those buildings; for maintenance and upkeep of the subway cars, tracks and electrical equipment of the subway system.

Maintenance costs continue to rise, particularly the cost of maintenance and repair of the restaurant equipment and, in order that such equipment may be kept in proper service and repair without necessitating the deferral of other repair and maintenance

Additions (Continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (Continued)

work, it is requested that the annual allotment be increased by $1,000 for 1970.

Laundry increased from $12,000 to $17,000.....$ 5,000

This allotment provides for the laundering of hand towels, which constitutes the major laundering item; the laundering of drop cloths, mops, roller cloth towels, bath towels, bags, couch covers, pillow cases, sheets, and nurses' uniforms.

Each year, laundry costs continue to rise, due in large part to the employment of additional personnel on Senate staffs. Only one increase, a $2,000 increase, has been provided under this allotment in the past 10 years. Annual expenditures have, in the meantime, increased from $12,976 in 1966 to $17,553 in 1968. We have had to draw on other allotments to cover these additional costs. The point has now been reached where it is necessary to request an increase of $5,000 in this allotment.

Supplies and Materials increased from $65,000 to $68,000..... 3,000

This allotment provides cleaning, plumbing, carpentry, heating, electrical, hardware, toilet and general miscellaneous supplies for the care of the two Senate Office Buildings; also for annual replacement of fluorescent tubes in these buildings.

Each year, costs of supplies and materials continue to rise, and this is particularly true of lumber required for carpentry work. Only one increase, a $5,000 increase, has been provided under this allotment in the past 6 years. Annual expenditures have, in the meantime, increased from $61,780 in 1966 to $68,755 in 1968. In order to meet current costs, an increase of $3,000 is required under this allotment.

Additions (Continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (Continued)

Insect and Pest Control.....$ 6,300

For 1970, an amount of $6,300 is requested to establish, for the first time, a program for insect and pest control in the two Senate Office Buildings, similar to a program that has been successfully in effect in the House Office Buildings since 1963.

The amount requested would provide for employment, by contract, of the services of a firm specializing in this field. Under their contract, they would establish and maintain an effective extermination program for the elimination and control of insects and other pests in both Senate Office Buildings. The initial phase of the program would provide for the elimination of insects, mice, and other pests. Thereafter, an effective maintenance control program would be established, as a part of the contract service, throughout the remainder of the fiscal year 1970.

The services to be provided under this program would include all labor, equipment, articles, tools, and materials necessary to the establishment, implementation, and maintenance of an effective extermination and control program and would include complete coverage of all offices, shops, corridors, and other spaces in both Senate Office Buildings, including the connecting tunnel corridors.

Each year, starting with 1963, a contract has been negotiated with a reliable firm of exterminators for elimination and control of insects and other pests in the House Office Buildings, without regard to Section 3709 of the Revised Statutes, as amended, under authority contained in the House Office Buildings annual maintenance appropriations to contract in such manner.

If the allotment of $6,300 is allowed for the fiscal year 1970 for the Senate Office Buildings, it is requested that the language of the Senate Office Buildings appropriation, as contained in the 1970 Budget, be amended to include the words "without regard to Section 3709 of the Revised Statutes, as amended", with respect to expenditures for insect and pest control.

Additions (Continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (Continued)

Annual machinery, tools, and miscellaneous (under "Equipment"), increased from $3,000 to $5,000.....$ 2,000

No increase has been provided under this allotment for the past 10 years. Miscellaneous equipment required to be provided under this allotment includes replacement of obsolete and worn-out restaurant equipment belonging to the Government. In order to meet rise in maintenance costs and, particularly, increased costs of restaurant replacement items, it is requested that this allotment be increased by $2,000 for 1970.

New typewriter desks and flat-top desks (under "Equipment" allotment), increased from $6,000 to $73,600..... 67,600

Since 1956, an annual allotment has been provided for purchase of 50 typewriter desks and 10 flat-top desks, in order to fill service requirements in the Old Building.

For 1970, it is requested that, in lieu of this amount, an allotment of $73,600 be granted to commence a 16-year program of replacement of all the desks in the Old Building. An annual amount of $35,000 is proposed, commencing with the fiscal year 1971, to carry this program to completion.

Many of the desks in the Old Building are original desks furnished when the building was originally occupied in 1909. Although the desks in the Old Building have been repaired and refinished throughout the years, to such extent as feasible, and replacements have been made under limited funds available, the point has now been reached where a complete replacement program, extending over a 16-year period, should be commenced. Constant complaints are received about the general condition of the desks now in use, many of which are beyond further repair. The furniture repair shop is full, the year around, with furniture waiting to be repaired, but it is impossible to keep up with the wear and tear of the old furniture.

In addition, many of the desks in the New Building, now in use for 10 years, are in need of refinishing, but cannot be taken care of because of the constant backlog of old furniture waiting in the shop to

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Additions (Continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (Continued)

be repaired, the small size of the furniture shop, and the constant heavy demands on the shop personnel. Lack of available space for shop expansion makes employment of additional shop personnel impractical.

The desks to be acquired under the proposed 16-year program would be purchased through the Federal Supply Schedule.

The estimate of $73,600, requested for 1970, is based on the following breakdown:

60 Flat-Top Executive Desks, 34" X 60", @ $345 each	$20,700
90 Right-Compartment Typewriter Desks, 34" X 60", @ $280 each	25,200
90 Left-Compartment Typewriter Desks, 34" X 60", @ $280 each	25,200
Glass tops for desks: 250 @ $10 each	2,500
Total	$73,600

Total Other Increases - RECURRING ANNUAL ITEMS.....$84,900

OTHER INCREASES- NONRECURRING ITEMS

Purchase of Fork-Lift Truck (under "Equipment" allotment).....$ 6,000

For 1970, $6,000 is requested for purchase of a gasoline-operated, 4,000-lb. capacity, fork-lift truck to replace an old, obsolete fork-lift truck now in use, which has reached the point where it can no longer be kept in economical repair or be depended upon for satisfactory performance. When acquired, some years ago, the old fork-lift truck was at that time a used truck obtained through the Government surplus property program.

The new fork-lift truck is required for unloading delivery trucks that are unable to enter the New Senate Office Building garage due to the height of such delivery trucks, and also for unloading trucks which have an unusual heavy load. The new fork-lift truck is also required for use in relamping in the New Senate Office Building

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEMS (Continued)

Garage, as well as outside lamps of both Senate Office Buildings.

Installation of legislative light signals in Old and New Senate Office Buildings.....$ 28,000

This item was included in the 1970 Budget requests at the request of the former Chairman of the Legislative Subcommittee on Appropriations, after being endorsed by the Chairman of the Senate Committee on Rules and Administration and the Chairman of the Senate Office Building Commission.

The estimate provides $13,000 for light signals in the Old Building and $15,000 in the New Building. The item is explained, as follows:

Clocks presently installed in both the Old and New Senate Office Buildings operate on 60-cycle alternating current electricity. A time-correction signal is automatically dispatched hourly by a master clock located in the Senate Wing of the Capitol. This automatic control system provides accurate and uniform time registration for the Senate Wing and Senate Office Buildings' clocks.

Clocks in suites, committee rooms, and other appropriate locations in the two office buildings are individually equipped with electrically-operated buzzers for sounding the legislative calls dispatched from the Senate Chamber. Such buzzers are located behind the clock dials. In the New Building, separately mounted buzzers also are mounted in the corridors on each floor.

None of the clocks in the two office buildings have been equipped with light signals to confirm the audible sounds produced by the buzzers. Although funds for such purpose have previously been requested, no funds have been appropriated, to date, for the installation of the visual signals.

In the Old Building, the design of the clocks presently in use will permit the installation of light signals (7 lamps) in the

OTHER INCREASES - NONRECURRING ITEMS (Continued)

peripheral section of the dial located above the numerals 11, 12 and 1, or the numerals 10, 11, 12, 1 and 2, if desired. There is sufficient space within the existing oak case, or frame, to install the electrical devices and circuitry necessary for energizing the light signals in correspondence with the signals dispatched from the Senate Chamber. All new components are to be purchased competitively from suppliers and are to be installed by the Architect's maintenance force.

In the New Building, the clocks presently in use, because of space limitations (10-inch dial and small wall box), cannot be equipped with light signals in the manner proposed for the larger clocks in the Old Building. It is therefore proposed to replace these clocks with commercially available clocks possessing adequate space for the installation of light signals and associated parts. Such clocks will have a 12-inch diameter dial and a 15-inch diameter metallic case, or frame, designed for mounting on the wall surface. The present clocks in the New Building are partially recessed in the masonry walls. The new and larger clocks will be equipped by the Architect's maintenance personnel with signal lights, buzzers, and other parts to provide the desired visual and audible signals. The dials of these clocks will be duplicates of the dials now used in the Old Building. The cases, being made of metal finished in light grey color, will be less conspicuous than the dark oak cases now in this building, which were salvaged from some old clocks installed in the Old Building at the time of its construction in 1906-1909.

OLD BUILDING

Under the amount of $13,000 requested for the Old Building, it is proposed to equip 114 existing clocks in this building (two clocks in each of the 57 office suites) with signal lights.

Under this amount, it is further proposed to provide new clocks equipped with light signals and buzzers for 12 Committee rooms; and one clock, each, for the Subway Terminal, Therapy Room, First Aid

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEMS (Continued)

Station, Barber Shop, Stationery Room, the Cafeteria, and several other appropriate locations.

NEW BUILDING

Under the amount of $15,000 requested for the New Building, it is proposed to provide 88 new clocks, equipped with light signals and buzzers, for the 44 office suites in this building.

Under this amount, it is also proposed to provide new clocks for the Telephone Exchange, Subway Terminal, First Air Station, Gymnasium, and several other appropriate locations. Under this amount, it is further proposed to provide the Committee rooms, conference rooms, dining room, and auditorium with light signals only, or with new clocks equipped with light signals, as appropriate. All new components will be purchased competitively from suppliers and will be installed by the Architect's maintenance force.

The remaining rooms in each office suite in both buildings will retain the existing buzzer-equipped clocks.

Total Increases - NONRECURRING ITEMS	$ 34,000	
TOTAL ADDITIONS	(+)	261,600
Total Estimate for 1970		$3,286,500

EXPLANATION OF INCREASES

Senator MONTOYA. Will you please explain these items?

Mr. HENLOCK. If I may, I will just go very quickly over the first seven items, and Mr. Caraway is prepared to then testify further.

Mandatory items totaling $111,700 are detailed on pages 67 and 68 and they constitute the major items of increase. The next item Mr. Caraway has already discussed, which is $31,000 for seven new positions.

On the next two pages is a small annual increase of $1,000 for general annual repairs; $5,000 additional for increased laundry costs; and $3,000 for increased costs of supplies and materials.

INSECT AND PEST CONTROL

The next item is one, I believe, Mr. Caraway can best explain.

Senator MONTOYA. Yes, I wish you would, Mr. Caraway.

Mr. CARAWAY. We went into the need for this item very thoroughly. Originally, I intended to ask for a few additional men to take care of the bugs, mice, and other insects, throughout the two buildings. But on further study of an insect and pest control program that has been in effect since 1963 in the House Office Buildings, I found that adoption of a similar program, accomplished through annual contracts, would be highly effective in the two Senate Office Buildings at a cost of $6,300 a year. Employees of the contractor will come in and do a thorough job the first time and then they will return for regular periodic checks.

So we figure it would be cheaper to do it this way than it would be to ask for two additional employees just to take care of it.

Senator MONTOYA. How have you been doing it before?

Mr. CARAWAY. Our men have done the best they could when we could spare a man. It has not worked out too well.

MACHINERY AND TOOLS

Senator MONTOYA. Now what about machinery and tools?

Mr. CARAWAY. That is still more or less a stable item. For 1970, we are asking a small increase of $2,000.

Senator MONTOYA. Does it take care of obsolescence and replacement?

Mr. CARAWAY. Yes, sir.

Senator MONTOYA. Do you have any other items for machinery?

Mr. CARAWAY. No, sir.

NEW TYPEWRITER AND FLATTOP DESKS

Senator MONTOYA. Will you explain the item "New typewriter desks" under the item requested for new typewriter desks and flattop desks? You seek an increase from $6,000 to $73,600.

Mr. CARAWAY. We want to start a program of replacing the old desks in the old building. Some of those desks have been in use since 1909. Many of them are old rolltop desks that we have cut down in the shops.

We would like to start the program with a first-year allotment of $73,600; and each additional year thereafter, I believe 16 years in all, we propose to ask for $35,000 each year to continue the program of replacing all the old desks in the old building.

Senator MONTOYA. Had you had this kind of a program before?

Mr. CARAWAY. No, sir; we have not.

Senator MONTOYA. You have always depended on a special appropriation en masse, for instance, to take care of the building and the fixtures and furniture here in the New Senate Office Building?

Mr. CARAWAY. Yes, sir; of course all of the furniture in the new building was bought when that building was constructed and occupied. We have bought quite a few desks for the old building, because every time Senators and committees have been provided with additional employees, we have had to go out and buy furniture for them.

Senator MONTOYA. Does this come out of this particular item of appropriation?

Mr. HENLOCK. It does.

Senator MONTOYA. What was it last year?

Mr. CARAWAY. $6,000.

Senator MONTOYA. Last year?

Mr. CARAWAY. Last year. That won't buy very many desks now. The price has gone up quite a bit since the last time we bought desks. I think we used to pay $100, for a GSA desk, and now it costs us $300.

Senator MONTOYA. Flattop executive desks are $345 now?

Mr. CARAWAY. Yes, sir.

FORKLIFT TRUCKS

Senator MONTOYA. Then you have an item for the purchase of a forklift truck.

Mr. CARAWAY. This is for the garage for unloading trucks, replacing light fixtures, around the building, and similar work. We have one now which we are asking to replace.

Senator MONTOYA. How old is it?

Mr. CARAWAY. Several years ago we secured two old forklift trucks from the Department of the Army, and between the two of them our mechanic salvaged the usable parts and made one forklift truck out of them.

Senator MONTOYA. How old is this truck?

Mr. CARAWAY. I have no idea, Senator. It was old when we acquired it.

Senator MONTOYA. Is it very old?

Mr. CARAWAY. We have had it for 10 years and it was old when we got it. As I say, we got two of them and made one good one out of them.

Senator MONTOYA. And that is the only forklift truck you have now?

Mr. CARAWAY. Yes, sir.

Senator MONTOYA. What kind of a truck do you intend to get? Is it going to be bigger?

Mr. CARAWAY. It will be a 4,000-pound capacity. I think the one we have now is 2,000-pound capacity.

LEGISLATIVE LIGHT SIGNALS

Senator MONTOYA. The next item is the installation of legislative light signals in the Old and New Senate Office Buildings. Will you explain that?

Mr. STEWART. May I ask Mr. Rubel to enlighten you on that item.

Senator MONTOYA. Yes. This is a new item, isn't it?

Mr. STEWART. Yes, sir.

Mr. RUBEL. This item, Mr. Chairman, was included this year at the request of the former chairman of this subcommittee. The Architect has submitted the proposal on several previous occasions because the signal lights have proven successful in the other buildings under his jurisdiction.

Senator MONTOYA. What are these signal lights? I know what you have in mind, but it should be in the record.

Mr. RUBEL. This clock that you see in this room has the amber light illuminated indicating that the Senate now is in session. If a roll-call or other signal is dispatched from the Senate Chamber, an appropriate number of white lights will be illuminated. Consequently the lights confirm the audible signal, a feature that avoids confusion in the interpretation of dispatched signals.

Senator MONTOYA. Sometimes it doesn't work.

Mr. RUBEL. That circumstance was very true when we had the old legislative call system. In the Old Senate Office Building and in the New Senate Office Building we do have new buzzer systems but the lights were not included when the new systems were installed.

The lights can be added to the present clocks in the old building. In this building, because of the different design of the junction box in the wall, we will have to substitute clocks identical in appearance and construction to the clock on display in this room. The new clocks will be surface mounted instead of being partially recessed into the wall. The face and the frame are commercially available components. The Architect's technicians will install relays and other devices required to operate the signals electronically.

Senator MONTOYA. These will only be in the Senators' offices or will they be in every office?

Mr. RUBEL. No, sir; they won't be in every office. It is proposed to install not more than two clocks with lights in each suite.

TOTAL ADDITIONS

Senator MONTOYA. You have total additions under this item in the amount of $261,600.

Mr. HENLOCK. We are asking for a gross increase of $261,600, which is offset by one item of $28,000 allowed for 1969 for replacement of balustrades, dropped for 1970, leaving a net increase of $233,600.

NEW ELEVATORS

Senator MONTOYA. When will the three new elevators in the New Senate Office Building be ready for use?

Mr. RUBEL. Obviously the progress has been very slow due to no fault of the Architect's office. In recent months the progress has ac-

celerated considerably, the elevators now are actually in motion for adjustment, but the adjustment period is tedious and time consuming.

There are still some architectural features such as marble trim and plaster work that has to be finished in the elevator lobbies. My judgment is that by September 15 we should be able to use them.

TV CABLE HAZARD

Senator MONTOYA. Mr. Caraway, as you know, the large hearing room in the New Senate Office Building, room 1202, is frequently used by other committees as well as this one when a subject of major public interest is under consideration. As a result TV cables are laid along the adjoining corridor, creating a hazardous situation in many instances.

Would you provide an estimate of the cost of rewiring room 1202 in order to eliminate these hazards?

Mr. RUBEL. It would require some study. A report on the circumstances associated with room 1202 will be submitted for the record.

(The report follows:)

ROOM 1202, NEW SENATE OFFICE BUILDING PERMANENT ELECTRIC POWER SUPPLY FOR NETWORK TELECASTS

Room 1202 in the New Senate Office Building is a large two-story hearing room wherein the proceedings are frequently televised by the major communication networks. Such broadcasts, now being televised in color, require substantial blocks of 60-cycle electrical power derived from the government's interior electrical distribution system. For each scheduled telecast, a circumstance that occurs often, temporary 60-cycle cables must be connected to the nearest electrical distriblution panelboard, laid on the corridor floor and passed through the entrance doorway of the hearing room. Upon the termination of a telecast, the cables are removed and stored for reuse. This procedure is repeated for each separate telecast.

The presence of the temporary power cables in the corridor creates a hazardous condition and an unsightly appearance. Also, their presence introduces a barrier at the entrance to the room and precludes closing of the entrance doors while the telecast is underway. The increasing frequency of television broadcasts has resulted in a request for a more satisfactory arrangement for supplying electric power to the telecasting equipment used in Room 1202 by the several broadcasting networks.

As a result of a recent study conducted by the Architect's staff, it has been established that the unsatisfactory circumstances heretofore described can be eliminated by installing two permanent electrical feeders between an adjacent panelboard closet and Room 1202. This solution also will require the installation of two new electrical cabinets, each obscurely located within the hearing room, and some auxiliary work. The materials for this permanent installation are forthwith being procured by the Building Superintendent. The manufacture and delivery of the special electrical cabinets should be accomplished in 90 days or less. All installations will be made by the Building Superintendent's personnel. The estimated total cost is $2,000. Funds for this purpose are available in current appropriations.

It is expected that the new installation will be ready for use within 120 days.

ELIMINATION OF CABLE HAZARD

Senator MONTOYA. Is there any way of eliminating the cable from the corridors?

Mr. RUBEL. That would be our primary purpose.

Senator MONTOYA. Have you given any thought to this?

Mr. RUBEL. Yes, sir. This question comes up periodically.

Mr. CAMPIOLI. We tried to do that in the Capitol when we provided the extension. The media do not use the facilities provided.

Senator MONTOYA. If you force them to use them?

Mr. CAMPIOLI. They always have a reason for not doing so. Now they have large fittings at the cable connections and they cannot get the cable through the conduits. It is a field that is always changing and it is very hard to anticipate such changes. We also installed open top trays in the hopes they could run conduits in them but they don't use them either.

Mr. RUBEL. The item that that has created the most trouble for us has been the introduction of color television. That requires a tremendous amount of lighting and more wiring.

JUSTIFICATION FOR LIGHT SIGNALS

Senator MONTOYA. I want to insert in the record, if it is not already in the record, page 85 of the justification dealing with the lighting system.

(The justification follows:)

Breakdown of estimate—Installation of light signals in Old and New Senate Office Buildings

Old Senate Office Building:	
Addition of decoding units and lamps to existing wood-frame clocks (2 for each of 57 suites, at $75)	$8,550
Clocks with lamps and decoding units for committee rooms (12, at $120 each)	1,440
Clock with lamps and decoding unit for Senate subway terminal (1, at $240)	240
Clocks with lamps and decoding units for the physical therapy room, first aid station, barber shop, stationery supplies store, and cafeteria (5, at $120 each)	600
Clocks with lamps and decoding units for maintenance shops (4, at $120 each)	480
Clocks with lamps and decoding units for miscellaneous locations	1,440
Total, Old Senate Office Building	12,750
New Senate Office Building:	
Clocks with lamps and decoding units for 44 suites (2 per suite—or 88 clocks, at $120 each)	10,560
Signal-light fixtures and decoding units for Appropriations conference room and 16 committee rooms (17, at $125 each)	2,125
Signal-light fixture and decoding unit for auditorium and Senators' private dining room (2, at $175 each)	350
Clocks with lamps and decoding units; 1 for the gymnasium, 1 for the first aid station, and 2 for the telephone exchange (4, at $120 each)	480
Clock with lamps and decoding unit for New Senate Office Building subway terminal (1, at $295)	295
Clocks with lamps and decoding units for miscellaneous locations (12, at $120 each)	1,440
Total, New Senate Office Building	15,250
Grand total estimate, both buildings	28,000

SENATE GARAGE

Senator MONTOYA. For the Senate garage, you are requesting an increase of $7,800 over the 1969 appropriation, for a total of $76,600.

I am placing pages 99 and 100 of the justification in the record at this point.

(The justification follows:)

SENATE GARAGE

1969 appropriation in annual act	$62,300
Wage-Board Pay Supplemental	6,500
Total appropriations - 1969	68,800

Additions

MANDATORY ITEMS

Wage-Rate Increases authorized by 5 U.S.C. 5341-5344: New wage rates, effective November 3, 1968, under the Coordinated Federal Wage System, affecting 7 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1969, and required to be paid at such rates for 12 months in fiscal year 1970 -- Additional funds required	$ 3,100
Overtime and Holiday Pay increased from $13,700 to $14,800, resulting from base pay changes authorized by law in fiscal year 1969	1,100
Nightwork and Sunday Differential Pay increased from $2,850 to $3,900, resulting from base pay changes authorized by law in fiscal year 1969	1,050
Payment to Employees' Health Benefits Fund (under "Personnel Benefits") increased from $600 to $800, required by 5 U.S.C. 8906	200
Contribution to retirement fund (under "Personnel Benefits") increased from $2,900 to $3,100, required by 5 U.S.C. 8334, covering Government contribution to this fund	200
Total Increases - MANDATORY ITEMS	$ 5,650

Additions (Continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS

General Annual Repairs increased from $3,050 - $3,500.....$ 450

This increase is required to meet rising costs of labor and equipment. During the past 20 years, this allotment has been increased by only 25 per cent, or $550.

The allotment provides for the regular annual repair and upkeep of the garage entrance doors, windows and other parts of the structure; annual painting of stall lines and posts; servicing and maintaining 2 vacuum pumps, air compressor, 2 condensate pumps, 6 ventilating fans, 2 car-washing pumps, 3 fountain pumps, 2 - 1,000 gallons capacity gasoline pumps (1 for official motor equipment of the Senate and 1 for official motor equipment of the Architect of the Capitol), and other miscellaneous equipment; maintenance of electrical conduit and wiring systems.

Supplies and Materials increased from $1,700 to $3,400..... 1,700

This increase is required to meet rising costs of supplies and materials required for maintenance and operation of the Senate Garage; also to resume the program of replacement of the ballasts operating the fluorescent lighting tubes, upon which the garage depends for light, carried forward, in part, under funds allowed for such purpose in 1967. Of the increase of $1,700 requested, $1,000 is for replacement of ballasts, and $700 to meet rise in costs of other items. This allotment was last increased in the fiscal year 1967.

Total Other Increases - RECURRING ANNUAL ITEMS.....$ 2,150

TOTAL ADDITIONS.....(+) $ 7,800

Total Estimate for 1970.....$76,600

Senator MONTOYA. Briefly, tell us what this increase represents.

Mr. HENLOCK. $5,650 is for mandatory wage rates and similar items, $450 is to provide an increase in the general annual repairs allotment from $3,050 to $3,500. We actually have been provided with only a 25-percent increase under this allotment in the past 20 years.

We are asking also for a $1,700 increase for supplies and materials, increasing that annual allotment from $1,700 to $3,400, of which $1,000 is for the replacement of ballasts used in connection with the fluorescent lights, and $700 is to meet rise in costs of other items. That allotment was last increased in 1967.

Senator MONTOYA. Now earlier in your justification, that is on page 30, dealing with contingent expenses, you indicated that an additional 100 parking spaces had been made available in the First and D Street lots. Would you, first, submit a statement giving the total breakdown and number and locations of parking spaces available on the Capitol Grounds to congressional employees, that is, in garages and elsewhere?

Mr. HENLOCK. We have that statement with us, Mr. Chairman.

(The justification follows:)

Parking facilities, Capitol Buildings and Grounds

HOUSE SIDE

Assigned by the Special Committee on Parking:	
Garage spaces:	*Spaces*
Rayburn Building garage	1,663
Cannon Building garage	301
Underground garages in 2 squares south of Longworth and Rayburn Buildings	1,268
Total garage spaces	3,232
Surface spaces on plaza, streets, and lots:	
Capitol Plaza curb	42
Capitol Plaza center	112
Southeast triangle	32
Congressional Dr	52
Southwest Dr	108
Southeast Dr	30
East Capitol St. (for press)	36
Total	412
Parking lot No. 1 by Congressional Hotel	101
Parking lot No. 4, triangle south of Rayburn Building	121
Parking lot No. 5 (square 639)	165
Total	387
Total House spaces on plaza, streets, and lots	799
Visitors parking lot by Congressional Hotel	85
Total spaces, House side	4,116

SENATE SIDE

	Spaces
Assigned by the Senate Committee on Rules and Administration:	
New Senate Office Building garage	160
Senate garage (formerly legislative garage) under fountain west of Old Senate Office Building	182
Total garage spaces	342
Surface spaces on streets or parking lots, assigned by the Sergeant at Arms of the Senate:	
Capitol area (reserved spaces):	
Capitol Plaza	173
Maryland Avenue Dr	50
Northeast Dr	59
Northwest Dr	92
East Capitol St. (for press)	36
Total	410
Street parking (reserved spaces):	
C St. NE	46
California St. NE	62
Constitution Ave	38
D St. NE	50
E St. NE	16
Delaware Ave NE	87
1st St. NE	40
Louisiana Ave NW	85
New Jersey Ave. NW	32
Total	456
Parking lots (reserved spaces):	
Lot A, square 724	100
Lot B, lower level, square 724	26
Lot B, upper level, square 724	25
Lot C, square 724	37
Lot D, square 724	39
Constitution Ave. lot, square 725	99
2d St. NE lot, square 725	130
Total	456
Parking lot: 1st and D St. NE. square 723 (used for Senate employees on first-come, first-served basis)	405
Total Senate spaces on streets and lots	1,727
Total spaces, Senate side	2,069

SUMMARY

	Spaces
Total spaces available:	
House side	4,116
Senate side	2,069
Grand total, House and Senate sides	6,185

CAPITOL POWER PLANT

Senator MONTOYA. The next item is the Capitol Power Plant for which $3,462,000 is requested—a net increase of $507,500 over the 1969 appropriation. Pages 124 through 133 will be placed in the record.

(The justification follows:)

CAPITOL POWER PLANT

1969 appropriation in annual act	$2,927,000
Wage-Board Pay Supplemental	27,500
Total appropriations - 1969	2,954,500

Deductions

Stoker rehabilitation - 3rd (final) year allotment under 3-year program for replacement of spreader stokers in three coal-fired steam generators	(-) 10,000
Base for 1970	2,944,500

Additions

MANDATORY ITEMS

Wage-Rate Increases authorized by 5 U.S.C. 5341-5344: New wage rates, effective November 3, 1968, under the Coordinated Federal Wage System, affecting 88 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1969, and required to be paid at such rates for 12 months in fiscal year 1970 -- Additional funds required	$ 27,746
Within-grade promotions, authorized under the Prevailing Rate system, for Wage-Board employees compensated under such system	4,132
Within-grade salary advancements authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	342
Overtime and Holiday Pay increased from $56,700 to $65,200, resulting from base pay changes authorized by law in fiscal year 1969	8,500

Additions (Continued)

MANDATORY ITEMS (Continued)

Nightwork and Sunday Differential Pay increased from $19,800 to $28,500, resulting from changes in base pay rates authorized by law in fiscal year 1969.....$ 8,700

Contribution to retirement fund under "Personnel Benefits" increased from $47,190 to $51,270, required by 5 U.S.C. 8334, covering Government contribution to this fund -- the additional cost resulting from increase in base pay rates..... 4,080

Total Increase - MANDATORY ITEMS.....$ 53,500

OTHER INCREASES - RECURRING ANNUAL ITEMS

Purchase of electrical energy - increased from $1,400,000 to $1,520,000.....$120,000

Expenditures under this allotment have been rising annually, due to increased consumption requirements. The electrical energy is purchased from the local Public Utility at a present average cost of one and one-tenth cents per kilowatt hour. The rates now being paid have been in effect since 1959. The last rate increase, an increase of 7 per cent, approved by the Public Utilities Commission for the Washington Metropolitan area, went into effect April 22, 1959. Since then, the rates have remained unchanged.

Expenditures for the purchase of electrical energy increased from $1,052,573 in the fiscal year 1965 to $1,242,929 in 1966, to $1,331,475 in 1967, to $1,415,672 in 1968, and, on the basis of expenditures since July 1, 1968, are expected to amount to $1,466,000 in the fiscal year 1969.

Only a 3% increase ($45,000) has been provided under this allotment for the past 4 years.

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Additions (Continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (Continued)

The increased expenditures since 1965 have resulted from the addition of the Rayburn House Office Building to the electric load requirements; the addition of the Underground Garages in Squares 637 and 691 and the House transportation system; from improved and added lighting and electrical installations in the Cannon Building under the remodelling program; from lighting and other improvements in the landscaped areas above the Underground Garages in Squares 637 and 691; from air-conditioning the Main Library of Congress Building and from improved and additional lighting installations in both Library Buildings; from improved and additional lighting installations in the Capitol Building; from expansion of steam-generating and refrigeration installations at the Capitol Power Plant to take care of the additional steam and refrigeration demands imposed upon the plant to provide for the new buildings and other facilities completed and occupied during this period and for the Library air-conditioning; from changes effected in remodelled areas occupied by the Telephone Exchange in the New Senate Office Building and other improvements effected in that building; from the acquisition and installation of extensive computer equipment and the more extensive use of business machines in the Capitol group of buildings.

Based on these and other considerations, such as present longer hours of operation of the refrigeration compressors at the Capitol Power Plant; based on actual increased costs that have occurred during the present fiscal year; based on the continued expanded use of computer equipment and business machines; and based on the fact that 3 additional elevators, now being installed in the New Senate Office Building, will be in operation next fiscal year, adding to electrical power requirements, it is estimated that an allotment of $1,520,000 will be required for the purchase of electrical energy for the fiscal year 1970.

Additions (Continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (Continued)

The 1970 estimate is based on the purchase of 138,000,000 kilowatt hours of electrical energy at an average cost of one and one-tenth cents per kilowatt hour.

All electrical energy required for the Capitol, Senate and House Office Buildings, U. S. Supreme Court Building, Library of Congress Buildings, Senate Garage, Capitol Power Plant, and Capitol Grounds street, park and floodlighting systems has been purchased under the Capitol Power Plant appropriation from the local Public Utility at rates negotiated by the General Services Administration for use throughout the Washington Metropolitan area by Government agencies, generally, since 1951.

The increase of $120,000, bringing the annual allotment up to $1,520,000 for the fiscal year 1970, is urgently requested in order to insure an adequate and uninterrupted supply of electrical energy for the Capitol and other buildings supplied with energy through this appropriation in the fiscal year 1970.

Fuel - increased from $488,000 to $532,000.....$ 44,000

The 1969 appropriation for fuel is based on 33,000 tons of coal @ $10.07 per ton and 2,600,000 gallons of fuel oil at 6 cents per gallon.

The estimate for 1970 is based on 33,000 tons of coal @ $10.45 per ton and 2,600,000 gallons of fuel oil @ 7 and 2-tenths cents per gallon.

This represents an increase of $13,000 for coal (from $332,000 to $345,000), and $31,000 for fuel oil (from $156,000 to $187,000).

At present, 70 per cent of the total steam output is produced by coal-fired equipment and 30 per cent by oil-burning steam generators.

Additions (Continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (Continued)

Coal:

The increase of $13,000 requested for 1970 for coal is to meet the increased per ton rate of coal required for next year. The contract, now in effect, provides for a cost of $11.01 per ton. Notice of this increase in rate has just been received, April 22, 1969.

Coal for the Capitol Power Plant is purchased through the Federal Bureau of Supply, General Services Administration, under authority of Public Law 152, 81st Congress, as amended. Bids for fuel are received in April or May each year by that Bureau and the fuel is contracted for with a provision in the contract allowing for changes in wage and freight rates. The coal now being used at the Plant comes from the Guyan Eagle Mine No. 5 and Coal Mountain No. 12, both of the Island Creek Sales Company, shipped from Coal Mountain and Kelly, West Virginia. It is nut and slack coal.

Fuel Oil:

The increase of $31,000 requested for 1970 for fuel oil is to meet the increased per gallon rate of fuel oil required for next year. The contract, now in effect, provides for a cost of six and four-tenths cents per gallon.

The fuel oil required for the Plant is also purchased through supply schedules of the Fuel Branch, General Services Administration.

TOTAL OTHER INCREASES - RECURRING ANNUAL ITEMS.....$164,000

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEMS

Renovations and repairs to structures.....$225,000

The main power plant building, located in the square bounded by New Jersey Avenue, South Capitol Street, Virginia Avenue and E Street, Southeast, house over $14,000,000 worth of modern equipment used to generate steam for heating and to produce chilled water for air-conditioning refrigeration for the Capitol, Senate and House Office Buildings, Library of Congress Buildings, and U. S. Supreme Court Building, and heat for the Botanic Garden, Senate Garage, Government Printing Office, Washington City Post Office, and Folger Shakespeare Library.

The main building consists of an original structure and a subsequent addition. The original structure, completed and occupied in 1910, is 244 feet by 117 feet, with a maximum height of 85 feet. It is a brick structure supported upon concrete foundations resting upon 903 simplex reinforced concrete piles. An addition to this building, at the east end, was constructed and occupied in 1938, to house a central refrigeration plant designed to supply chilled water for air-conditioning systems installed in the Capitol, Senate, and House Office Buildings at that time. The addition is a brick structure, 123 feet by 79½ feet, with a height of 38 feet.

The only other building at the plant is a brick building, located 30 feet west of the main building; is 90 feet by 50 feet and 2-stories high; was constructed in 1930 and provides storeroom and locker space, toilet and shower facilities, and other miscellaneous needs.

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEMS (Continued)

The section of the main building, constructed in 1910, was originally occupied by 16 coal-fired boilers and by 4 large turbo-generators used to generate electricity for the Capitol group of buildings and by other auxiliary equipment.

Extensive expansion of the plant's facilities, including replacement of old equipment with larger, modern equipment has been carried forward during the past 40 years to take care of buildings and other improvements added to the plant load during that time.

In 1936, a new tile roof was installed over the boiler and turbine rooms. In 1954, the south end of the boiler room was reconstructed to accommodate 3 large steam generators installed at that time in replacement of the 16 old small boilers. In order to effect this installation, it was necessary to demolish most of the brickwork and rebuild this section with new exterior brickwork. The old boilers had occupied the entire boiler room, while the new steam generators occupy only one-half of this space. Four oil-burning boilers and new boiler feedwater equipment were subsequently installed in 1965 in the vacant space.

When the addition, housing the refrigeration plant, was constructed in 1938, 6 refrigeration compressors were installed in the addition at that time. The compressors were removed and replaced with 4 new larger capacity refrigeration compressors in 1956.

The Capitol Power Plant discontinued the generation of electrical energy in 1951. The old turbo-generators used to generate this energy were removed from the plant in 1960 and 2 refrigeration compressors were installed at that time in one-half of the vacated space, leaving the remainder of the space available for future expansion needs.

The Capitol Power Plant buildings are all structurally sound. However, after 59 years' exposure to the elements and normal wear and tear, the exterior surfaces of the 1910 section of the main

OTHER INCREASES - NONRECURRING ITEMS (Continued)

building have now deteriorated to the point where extensive exterior repairs and replacements are urgently needed and should no longer be deferred, in the interest of preservation of the building and protection of the mechanical equipment which it houses. After 31 years, the addition housing the refrigeration plant also requires exterior repairs.

The mortar bonding the exterior brickwork of the 1910 section of the building has gradually deteriorated and many of the exterior bricks have cracked and spalled, and in some cases the entire brick faces have completely broken away, allowing penetration of moisture. The exposed mortar joints between bricks and reglets must be raked out to at least a depth of ½ inch and pointed with new mortar. Flashing must be repaired where necessary and recaulked into the reglets to restore water-tightness. Broken bricks must be chipped out and replaced with new bricks. The brickwork also requires steam cleaning.

This 1910 section of the main building is constructed with very large windows, with wooden sash and concrete sills, approximately 20 feet in height and 10 feet in width, extending from the upper floor level to an area just below the coping at the roof level, and with smaller windows on the basement level and two such windows in the penthouse. 11 of the large circular, brick-arched windows and 40 of the smaller windows of varying sizes and shape are in need of replacement. They can no longer be kept in repair through recaulking or structural repair, after 59 years of service. These windows are not only a source of light but are also a source of ventilation and induction of air into the interior of the building required for operation of the mechanical plant.

The concrete copings beneath the roof level have also gradually deteriorated, cracked, and become misaligned and require replacement. Although the present roof, installed in 1936, is still in satisfactory condition, it is now necessary to repair and replace, where necessary, the roof base and valley copper flashing and to restore reglets and reset and caulk counter flashings.

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEMS (Continued)

Minor repairs and recaulking of concrete copings of the 1938 section of the main building, housing the refrigeration plant, are also required.

The estimate of $225,000 is based on $85,000 for repointing weathered brick joints, replacing broken brick, and cleaning brickwork; $24,500 for repairs, replacements, and realignment of the concrete wall copings, including recaulking and pointing; $57,500 for replacement of 11 large circular brick-arched windows and 40 windows on the basement and penthouse levels, including replacement of concrete sills and other related items; $18,000 for repairs to roof base and valley flashing and restoration of reglets and resetting and caulking counter flashings; $40,000 for miscellaneous repairs, administrative and contingent expenses.

Funds for this work are urgently requested for 1970. It is to the interest of the Government, from the standpoint of cost, to do all the work at the same time once the building is scaffolded.

Modifications and repairs to steam distribution system.....$ 75,000

Steam from the Capitol Power Plant is conveyed to the Capitol, Senate and House Office Buildings, Senage Garage, Botanic Garden, Congressional Library Buildings, U. S. Supreme Court Building, Government Printing Office, Washington City Post Office, and Folger Shakespeare Library by steam mains housed in concrete tunnels or ducts buried under the city streets. There are more than 3 miles of steam lines to be serviced and maintained.

In order that emergency or other repairs may be made to any one section of the mains without total disruption of service provided by that main, the steam distribution systems are provided with cross connections equipped with shut-off valves, particularly at points of connection to individual buildings and the power plant, itself, to provide means for safe isolation of affected sections of the mains when their temporary removal from service is required.

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEMS (Continued)

Most of the steam mains have been in service, varying from 15 to 30 years. They have been regularly serviced and maintained, but the point has now been reached where many of the cross connections are in need of repairs that cannot be taken care of by the maintenance force and many of the shut-off valves require replacement, in order to assure reliable service to the buildings and to provide safe working conditions for personnel engaged in servicing and maintenance of the steam distribution system.

The estimated cost of the work necessary to be done is $75,000. This is work that should not be deferred, in view of the fact that the service supplied by the Capitol Power Plant through these mains is indispensable for occupancy of the buildings which they serve.

Total Other Increases - NONRECURRING ITEMS	$300,000
TOTAL ADDITIONS	$ 517,500
Total Estimate for 1970	$3,462,000

PLANT DESCRIPTION

Senator MONTOYA. This is quite a large increase for this appropriation item. Will you please give us the details?

Mr. HENLOCK. Mr. Rubel will testify on these items. I might call to your attention, however, that the annual recurring maintenance increases total $217,500, of which $53,500 is for mandatory items, and $164,000 for utilities—electrical energy, coal, and fuel oil.

Mr. RUBEL. I brought this picture of the Capitol Power Plant, which provides a general idea of the overall installation and the magnitude of this facility.

Senator MONTOYA. Where is this located?

Mr. RUBEL. On E Street Southeast, not far from the Rayburn House Office Building.

Senator MONTOYA. Does this furnish all the electrical energy to the Capitol Building?

Mr. RUBEL. No, sir, electrical energy generation was discontinued in 1950. Since then all electrical energy has been purchased under this appropriation from the local utility company. With the elimination of electrical energy generation, the Capitol Power Plant became a central heating and refrigeration plant. This plant provides the steam for heating our buildings on Capitol Hill and the Folger Library and for the domestic hot water generated in those buildings. It also provides the chilled water for the air-conditioning systems in all of the legislative office buildings, in the Capitol, the Supreme Court Building, and the two Library buildings. Additionally, it provides steam for the city post office and for the Government Printing Office, which they use for heating and for some other purposes.

It also provides the steam for heating the Botanic Garden. I brought this picture to illustrate the evolution of the Capitol Power Plant since 1910. The large structure in the left foreground is a boiler plant, shown as reconstructed in 1954, when the need for additional steam requirements were anticipated. This structure [pointing], the smaller building on the right is the original refrigeration plant completed in 1938. Subsequently additional refrigeration machinery was installed in the former turbine room built in 1907. This part of the structure between the large boiler plant structure completed in 1954 and refrigeration wing completed in 1938 was completed in 1910. The old turbine room and one-half of the old boiler room constituted parts of this original construction.

The 1910 construction housed 16 steam generators, four turboelectric generators, and miscellaneous auxiliary equipment. To recapitulate, the plant construction was started in 1907, it was put into operation in 1910, expanded in 1938 to take care of new refrigeration machinery, and again expanded from 1950 to 1968 to provide for increased steam generating capacity and increased refrigeration capacity needed for the New Senate Office Building, the Rayburn Building, the east front of the Capitol and the Main Library Building.

NUMBER OF EMPLOYEES

Senator MONTOYA. How many employees do you have there?

Mr. RUBEL. We now have 88 employees and four vacancies.

COMPARATIVE COST, PURCHASE VERSUS GENERATION

Senator MONTOYA. Have you made any comparative analyses on the costs of what this particular facility is providing for the Capitol Grounds buildings and what it would cost to purchase it in private sector?

Mr. RUBEL. Are you now referring to electricity, sir? We abandoned the generation of electricity in 1950.

Senator MONTOYA. But you are purchasing it here and then distributing it?

Mr. RUBEL. Yes, sir.

Senator MONTOYA. And distributing it from this plant?

Mr. RUBEL. No, sir. It is delivered by the local utility to each building and then distributed within the individual buildings. Four additional electrical feeders serve the powerplant to operate eight large refrigeration-compressor motors, four large chilled water pump motors, and numerous smaller motors.

PRESENT USE OF PLANT

Senator MONTOYA. What are you using this building for?

Mr. RUBEL. The installed equipment provides steam for heating and domestic hot water generation and chilled water refrigeration for the air-conditioning systems in the Capitol, the legislative office buildings, the Library buildings, and the Supreme Court Building. It also supplies steam for heating and domestic hot water generation in the Government Printing Office, the city post office, the Botanic Garden and the Folger Library.

Senator MONTOYA. Is it economical to do that? Or does it provide a better facility and a better and more manageable facility to do that?

Mr. RUBEL. There is no other source of steam available. In some other cities the local utility companies sell prime and/or byproduct steam for heating. We don't have that kind of facility in Washington. Therefore, we must have a governmental facility to provide our steam requirements.

GSA provides steam for other Federal buildings in Washington. The Pentagon also has its own heating and refrigeration plant. There is no commercial source of supply for chilled water to operate the air-conditioning systems in our buildings.

There is only one commercial chilled-water supply installation that I know of in this country. It is in Hartford, Conn., where a private enterprise has built a refrigeration plant and sells chilled water to several large customers in the downtown section of that city.

Senator MONTOYA. What refrigeration and air conditioning?

Mr. RUBEL. I regret that I do not understand your question.

COMPARATIVE COSTS

Senator MONTOYA. In other words, what I am trying to elicit from you, is this costing us more than if we provided the same thing or a substitute in heat and air conditioning through the private sector?

Mr. RUBEL. A relatively small isolated plant, privately or federally operated, could not generate electricity at the price charged by the

local utility company. Because of Pepco's larger capacity plants, their generating cost is less than 1 cent per kilowatt-hour. For an isolated generating plant capable of supplying our present maximum demand, the generating cost would be in the order of 2 cents per kilowatt-hour, either privately or federally operated. The cost of steam generated at the Capitol Power Plant and at the GSA plants is almost identical.

Senator MONTOYA. I understand that and you have eliminated that. But what about steam versus what we could purchase in the private sector?

Mr. RUBEL. If there was an adequate and reliable source of steam available from a private plant, then it might be more economical to buy it. We do not have that source in Washington.

Senator MONTOYA. All right, but what about a substitute for steam?

Mr. RUBEL. The only substitute is electricity. We need a source of heat in our air-conditioning units to temper the air during the winter season. Theoretically this could be done with electricity. However, all large air-conditioning systems are designed for heating with steam because it possesses operational advantages. Furthermore, steam heating is more economical than electrical heating in large installations.

INCREASED COST OF ELECTRICAL ENERGY

Senator MONTOYA. You have a net increase of $507,500 over the previous year. Now $120,000 increase for the purchase of electricity, the rates have probably gone up or has the consumption gone up or both?

Mr. RUBEL. The rate has not gone up, sir. In fact, there was a rate decrease in 1963. There has been a recent request for an increase in rates. If approved, the new rate may not become effective until fiscal 1971.

But our consumption is going up annually, just as it is all over the country.

That is the reason for a larger appropriation request for fiscal 1970. We have been running short in the last couple of years but we were able to absorb the deficiences by reducing other expenditures.

RENOVATION OF STRUCTURES

Senator MONTOYA. You have $225,000 for renovation and repairs to structures.

Mr. RUBEL. Yes, sir; that goes back to my previous statement concerning the age of that part of the building completed in 1907–10. We have been busily engaged since 1950 in modernizing the plant and expanding its production capabilities to take care of the increasing loads. It was most important to provide on schedule the services required by the building occupants.

You will readily understand the need for rehabilitation in a building constructed in 1910. I have a few pictures illustrating some of the deterioration.

This photograph shows the deteriorated concrete coping around the roof of the original building. Although seriously disintegrated, this circumstance does not jeopardize the operation of the plant. The

brickwork also is in bad shape. This photograph shows deterioration of the brickwork in the original building.

Therefore, rehabilitation, including repairs in cracked walls and other corrective measures, now are imperative.

PREPARED STATEMENT

Senator MONTOYA. Have you been doing any rehabilitation at all previously?

Mr. RUBEL. Only minor emergency repairs to the roofs. We have been too busy reequipping the plant internally and have not had time to initiate major exterior repairs. I have a prepared statement relating to the subject of rehabilitation of the brickwork, roof flashings, and so forth.

Senator MONTOYA. It will be made a part of the record.

(The statement follows:)

CAPITOL POWER PLANT—1970 BUDGET

Statement by Walter L. Rubel concerning rehabilitation of brickwork, roof flashings, etc.—$225,000.

For the past 20 years those engineers on the Architect's staff that have been devoting their time to the operational needs of the Capitol Power Plant have been fully occupied in designing, constructing, testing and placing in operation new steam generators, new refrigeration machine, cooling towers, new fuel-handling apparatus, electrical substations and sizeable number of auxiliary installations. During this period only emergency repairs have been made to the structures housing equipment having a value of about $15,000,000. Structures are over 60 years old.

With the modernization and expansion programs now practically completed, it has been possible to make a careful survey of the physical conditions associated with masonry walls, roofs, windows and other structural components which are continually exposed to atmospheric conditions. Those parts of the structures completed in 1910 are obviously in the greatest need of renovation and repair. Even the extension on the East end of the Plant, which was completed in 1938, requires some immediate attention. The unsatisfactory conditions to which I refer are vividly illustrated in the photographs which are available for scrutiny by the Committee Members. I believe these photographs are much more informative than any verbal discourse.

It should be recognized that once the renovation of an old structure is started, unpredictable latent conditions may be revealed as the work progresses. If such latent conditions are found to be critical and in need of correction, the estimated cost of the work may be increased beyond our present expectations. In that event, our expenditures during fiscal 1970 will necessarily be limited to the $225,000 appropriation request in this budget and additional funds may have to be requested next year.

It should also be recognized that estimating the cost of renovations to old structures is a much more difficult task than the estimation of the cost of a new building. Nevertheless, we believe that our estimate of $225,000 has been developed with the exercise of good judgment and should be a conservative figure except for the possibility that the progress of this work may reveal some conditions that are not now evident.

Mr. Chairman, in view of the complexities that will be involved in the preparation of construction contract documents suitable for competitive bidding, it is suggested that the fund of $225,000, if allowed, be made available for two years.

Statement by Walter L. Rubel concerning rehabilitation of cross-over stations—$75,000

In explaining the need for this request in the amount of $75,000, I cannot avoid indulging in some technological jargon which may be confusing to an audience otherwise professionally trained and experienced, and only remotely associated with some of the Capitol Power Plant's operating problems. My greatest

fear is that the complexity of the presentation that I am about to submit to this Committee may obscure the critical nature of the actual circumstances involved. Nevertheless, as a professional engineer with almost 50 years of continuous experience in this field, including activities in private industry, in the Navy and on the Architect's staff, I feel constrained to urge the Committee's favorable action, regardless of the Nation's financial circumstances.

The backbone of the Capitol Power Plant's underground steam distribution system is a dual pipe line about 1½ miles long, starting at the Capitol Power Plant located at "E" Street and New Jersey Avenue, S.E., and terminating at the Government Printing Office located at North Capitol and "G" Streets, N.W. This trunk line for the transportation of high pressure steam has several branch connections along its route to provide steam service to the Library Buildings, the Folger Library, the Supreme Court Building, the Senate Office Building, the City Post Office adjacent to the Union Station, and also the Government Printing Office. The pipe sizes in the trunk line vary from a maximum of 16 inches in diameter at the Capitol Power Plant to 14 inches diameter at the Government Printing Office. These two parallel pipes are commonly called "steam mains."

Normally only a single pipe is used to transport the steam from the Power Plant to the consumer buildings. The second pipe is a stand-by main, normally always available to provide continuous service in the event of a failure in the so-called "hot" pipe. In other words, one of the dual steam mains normally is "hot" and the other main normally is "cold."

This flexible design permits the tunnel maintenance crew to make repairs on the cold pipe with the hot pipe in service, and without interrupting the service to any building.

Since each building can be served with steam from either of the two steam mains, a so-called cross-over station must be available at the entrance to each building to permit the expeditious transfer of the building service connection from one main to the other main by the manipulation of several stop valves. Such valves must be capable of being closed tight to prevent backfeeding of steam from the hot main to the cold main. If these critical stop valves do not function properly and an attempt is made to repair the cold pipe, the safety of the personnel performing the work can be endangered by exposure to leaking high pressure steam and/or hot condensate. Therefore it follows that improper functioning of the stop valves in the cross-over stations defeats the flexibility provided in the original design of the system.

Some of the existing stop valves in cross-over stations have been in continuous service for over 30 years. As the result of constant exposure to heat, moisture and the eroding effects of high velocity steam flow, the seats of the valves have deterioriated and they are no longer capable of providing tight shut-off. Consequently when repairs must be made by the tunnel crew, the work must be accomplished with extreme caution to avoid accidental exposure to the harmful effects of high pressure steam and hot condensate. Furthermore, the valve stem packings must be renewed occasionally under less than ideal conditions.

Although used valves can be repaired by adequately equipped machine shops, we have determined that the cost of such repair is only slightly less than the cost of a new valve. Therefore it is our recommendation that all old valves be replaced with new products having a useful life of another 30 years.

I also feel obligated to inform this Committee that the amount requested for the forthcoming fiscal year is only the first phase of a program that may continue for a period of three years. However, since 50% or more of the installation work associated with the insertion of new valves may be performed by Power Plant personnel, there obviously is a limited amount of progress that can be accomplished in a 12-month period. For this reason there is no purpose in requesting an amount greater than $75,000 for the forthcoming fiscal year, even though some element of risk is involved in a phased program. It naturally follows, therefore, that the most critical conditions should be corrected during the 1970 fiscal year, to the extent permitted by the requested appropriation.

EXPANSION OF FACILITIES

Mr. RUBEL. I also have a statement relating to the proposed rehabilitation of steam crossover stations, associated with the underground steam distribution systems.

Senator MONTOYA. You have $300,000 for expansion of facilities. What do you mean by that?

Mr. HENLOCK. That is the next item, Mr. Chairman. In 1958 Congress passed a law authorizing appropriations of $6,500,000 to provide for additional equipment and expansion of existing facilities to supply all new buildings and other additions that were contemplated at that time.

We have now reached a point where all has been appropriated except $635,000. In other words, we have had appropriated $5,865,000 over the ensuing years, leaving $635,000 yet to be appropriated to complete the project.

We are requesting approximately one-half of the unappropriated amount for 1970. I have a financial statement with me showing what has been spent up to May 1, the last statement taken, and on page 151 there is an explanation of what the $300,000 is to be used for.

Mr. Rubel may want to amplify on this item, although it is broken down on page 152.

Senator MONTOYA. I think I have already included this page in the record.

Mr. HENLOCK. We give the whole story, from the beginning of the project, on pages 147 to 153 of the justifications.

Senator MONTOYA. I think this is self-explanatory.

FINANCIAL STATEMENT

Mr. HENLOCK. Do you wish to have the financial statement of the project in the record?

Senator MONTOYA. Yes. That is what we needed, what this expenditure entails specifically and it will be made a part of the record.

(The justification follows:)

Expansion of Facilities, Capitol Power Plant

Total appropriated for project, to date	$5,865,000
Total obligations incurred to May 1, 1969:	
Boiler plant expansion:	
Steam generators and accessories	256,450
Auxiliary equipment, piping, and electrical work	693,591
Fuel oil system storage tanks and pumps	248,673
Railroad siding and site improvements	284,983
Coal-handling gear and coal storage yard	340,859
General construction	145,194
Removal of equipment, demolition and miscellaneous	41,037
Engineering services	97,251
Subtotal	2,108,038
Refrigeration plant expansion:	
Compressors, foundations, and accessories	731,985
Auxiliary equipment, piping, and controls	314,201
Cooling tower, pumps, piping, and accessories	346,188
Substation power distribution and control	226,972
General construction	89,604
Removal of equipment, demolition, miscellaneous	70,370
Engineering services	5,702
Subtotal	1,785,022
Distribution system expansion:	
Steam distribution modifications, additions and improvements	400,152
Chilled water distribution modifications, additions and improvements	322,523
Subtotal	722,675
Consulting engineering services, administration and contingencies	1,129,135
Grand total obligations (May 1, 1969)	—5,744,870
Balance	120,130

JUSTIFICATION

Senator MONTOYA. Here are the total expenditures up to date pursuant to the authorization. Now the $300,000 which you have requested, what do you intend to use it for?

Can you be more specific than what the justification indicates? Where did you get this figure and is any tentative contract being arranged for?

(The justification follows:)

Contract authorization: Public Law 85-895, 85th Cong., approved Sept. 2, 1958. Amount of contract authorization	$6,500,000
Amount of contract authorization appropriated to date:	
Supplemental Appropriation Act, 1959	750,000
Legislative Branch Appropriation Act, 1960	2,500,000
Legislative Branch Appropriation Act, 1961	2,500,000
Legislative Branch Appropriation Act, 1968, as amended by Supplemental Appropriation Act, 1968	115,000
Total appropriated to date	5,865,000

Amount of contract authorization yet to be appropriated	$635,000
Appropriation requested for fiscal year 1970	300,000

Amount of Contract Authorization requested to be appropriated for the fiscal year 1970, $300,000

Public Law 85–895, 85th Congress, approved September 2, 1958, authorized and directed the Architect of the Capitol, under the direction of the House Office Building Commission, to effect changes, improvements, and expansion in the facilities of the Capitol Power Plant and its steam and chilled water distribution systems, necessary to provide steam and chilled water for the Rayburn House Office Building and for other improvements and projects then under way or proposed, and authorized the appropriation of a total amount of $6,500,000 for such purpose.

At that time, eight new construction projects were contemplated or in progress: The Rayburn House Office Building, the cafeteria in the courtyard of the Longworth House Office Building, the garage in the courtyard of the Cannon House Office Building, the new Senate Subway Transportation System, the House Subway Transportation System, remodelling of the Cannon House Office Building, remodelling of the Longworth House Office Building, Extension of the East Central Front of the Capitol and other changes and improvements authorized under the Extension of the Capitol Project; also, replacement of the 60-year old heating system in the Main Library of Congress Building with a new heating and air-conditioning system. Most of these improvements have now been completed.

In effecting the changes, improvements, and expansion in the Capitol Power Plant and its steam and chilled water distribution systems, it has been necessary to gear the same to the time-table under which the new projects have been accomplished. The Capitol Power Plant program has been geared accordingly and 88 per cent of the work authorized by Public Law 85–895 has now been completed or placed under contract.

As of March 31, 1969, the total obligated under Public Law 85–895 was $5,735,556. It is estimated that during the period, April 1, 1969 to June 30, 1970, it will be necessary to obligate an additional $429,444—or a total obligation of $6,165,000. As of April 1, 1969, a total of $5,656,021 has been disbursed. During the period, April 1, 1969 to June 30, 1970, it is estimated it will be necessary to disburse an additional 508,979—or a total disbursement, actual and estimated, of $6,165,000. As the total appropriated to date amounts to $5,865,000, it is necessary to request an appropriation of $300,000 for the fiscal year 1970 in order to have available sufficient funds to liquidate obligations.

Improvements and changes effected, to date, have included the following: Two 1100-ton refrigeration machines, complete with gear drives and 1250 horsepower electric motors, and two 2200-ton refrigeration machines, complete with geared drives and 2500 horsepower electric motors, have been installed at the Capitol Power Plant's refrigeration plant. Installation of these four machines has increased the capacity of the refrigeration plant from a total of 8,800 tons to 15,400 tons.

As an adjunct to these installations, a 3-cell cooling tower having a capacity equivalent to the condensing requirements of three 2200-ton refrigeration machines was constructed on the Capitol Power Plant grounds.

An additional chilled water pump of 9800-gallons per minute capacity, having hydraulic characteristics identical with those of three existing chilled water pumps, was installed at the plant. The four pumps now have a total pumping capacity of 39,200 gallons per minute at an imposed head of 245 feet of water.

A dual piping system, consisting of one chilled water supply main and one return main, was installed from the southeast corner of the Old Senate Office Building to the Senate Terrace of the Capitol Building. This new section of chilled water piping established a physical connection between previously separate east and west distribution systems, thus providing a complete loop circuit from and to the Capitol Power Plant. This loop circuit has made possible a redistribution of the chilled water supply to all buildings connected to the system—a compelling requirement brought about by the construction of the Rayburn House Office Building.

A new railroad siding has been constructed on the Virginia Avenue side of the Capitol Power Plant Grounds. The new track system is designed to accommodate storage for eight 70-ton coal cars, while eight additional cars of like capacity can be delivered to or removed from the plant grounds. This new siding has substantially expedited the coal-handling process and has eliminated the frequent car derailments and other hazards experienced with the old track system.

32–619 O—69——27

Four oil-fired steam generators, each having a capacity to produce 50,000 pounds of steam every hour, were installed at the plant. The addition of these oil-fired steam generators has increased the installed steam generating capacity of the Capitol Power Plant from 330,000 pounds per hour to 530,000 pounds per hour.

Oil storage facilities, installed at the plant, include two 10,000-gallon underground steel tanks connected by a concrete tunnel to an underground concrete storage tank with sufficient capacity to store 200,000 gallons of fuel oil.

The antiquated coal-handling system, placed in operation in 1910 and designed to alternately deliver coal from the storage yard or track hopper to the coal bunkers within the plant, was removed from service in the spring of 1965; was demolished, and replaced by a modern system of hoppers, inclined belt conveyors, oil-fired car-thawing devices and a mechanical car shaker. The new system is capable of delivering variable quantities of coal up to approximately 200 tons maximum each hour from either a track hopper where coal is dumped from the cars, or from a coal-yard hopper in the storage yard; so that coal can now be conveyed from the track hopper to the bunkers, from the track hopper to the storage yard, or from the storage yard to the bunkers through separate systems of inclined conveyor belts.

Modifications and extensions to the portion of the west steam distribution system located under South Capitol Street, extending from Canal Street to Independence Avenue, have been completed.

A new water treatment plant has been installed in the east side of the north boiler room of the Capitol Power Plant.

The appropriation of $300,000 requested for 1970 is required, together with the unobligated balance of the existing appropriation, to replace the deteriorated cork insulation on the 24-inch pipes in the chilled water tunnel under South Capitol Street, extending from the Capitol Power Plant to the Longworth Building, installed in 1938, and to rehabilitate the structural steel frames supporting the pipes in this tunnel; also, to replace 80 per cent of the steam distribution system, extending under Independence Avenue, S.W., from First Street to the Botanic Garden, which supplies steam for heat for the Main Conservatory and the Botanic Garden office building. There is urgent need for this work to be done next year. This work, authorized by Public Law 85–895, has had to be geared to completion of the Underground Garages in Squares 637 and 691 and related work in the vicinity of the garages.

When this work is done, the only work authorized by Public Law 85–895 which will then remain to be done subsequent to the fiscal year 1970, will be installation of new steam service facilities and connections to the Capitol Building, via the West Front grounds; modifications to the piping systems serving the Government Printing Office and the City Post Office; and other miscellaneous steam connections.

COST ESTIMATES

Mr. RUBEL. For the power plant programs the majority of the design work and engineering is done by the Architect's staff. We have already prepared some drawings and are in the process of preparing additional drawings for the work included in the $300,000 request, under the "Expansion of Facilities" program.

The cost estimates are prepared by our own staff, based on our past experience. One of the most important items included in the $300,000 request is the reinsulating of the chilled water lines that extend from the Capitol Power Plant up South Capitol Street as far as Independence Avenue. Those lines were built in 1938.

The one line conveys 40° F. water and the other one has approximately 50° F. water in it. Both lines must be covered with new thermal insulating material to prevent condensation, and also to prevent heat transfer.

Senator MONTOYA. When did you last do this?

Mr. RUBEL. Nothing has been done since 1938 when they were installed. The original cork covering has deteriorated over this prolonged period and must be replaced with new material. This process

will involve ancillary operations such as replacing severely corroded metallic structural supports, cleaning metallic surfaces, and painting.

Senator MONTOYA. You probably have better material now than you had in 1938?

Mr. RUBEL. Yes, sir. The condensation in the tunnel is rather serious. The unsatisfactory situation must be corrected without delay to insure the physical integrity of the chilled water distribution system.

"CHILLED WATER"

Senator MONTOYA. What do you mean by "chilled water"? Do you mean the ice-cold water?

Mr. RUBEL. Chilled water generated by the plant is 40° F. chemically treated water. This 40° F. water is sent to all buildings for utilization in the building equipment. This so-called chilled water passes through coils in the air-handling units in the various buildings to provide cool, dehumidified, and filtered ventilation in the offices and other occupied spaces.

Senator MONTOYA. Are you speaking of the middle faucet?

Mr. RUBEL. No, sir; there is a separate chilled and filtered water system in each building serving the drinking fountains and special faucets on lavoratories.

Senator MONTOYA. You are talking about the regular water, tapwater?

Mr. RUBEL. The tapwater for domestic use is city water. The Power Plant does not provide this service.

Senator MONTOYA. I just wanted to differentiate.

Mr. RUBEL. The chilled water supplied by the Power Plant is used solely for air conditioning. There are 600,000 gallons of chemically treated water in the Power Plant distribution system serving the air-conditioning apparatus in all buildings.

Senator MONTOYA. I didn't see the words "air conditioning" in your justification.

Mr. RUBEL. I regret that those words were not included in our statement on page 152.

Senator MONTOYA. That is all you had to say. You use it for air conditioning, in other words?

Mr. RUBEL. Yes, sir; the chilled water supplied by the plant is chemically treated and it would not be appropriate for other uses.

SALARIES AND EXPENSES, BOTANIC GARDEN

Senator MONTOYA. Now the next item is salaries and expenses of the Botanic Garden for which a net increase of $12,300 is requested, for a total appropriation request of $599,800—$10,800 of this is for mandatory pay costs.

Please explain the request for the $1,500 remaining.

Mr. HENLOCK. That is for caulking the marble basin of the Bartholdi display fountain, cast in 1876 and purchased by the Government in 1877, which is located in the outdoor garden site immediately west of the Rayburn Building. It was relocated from its former site just north of the main Botanic Garden Conservatory to its present site in 1931–33.

JUSTIFICATION

The amount of $1,500 is simply to seal off leaks in the basin of the fountain and also to repoint the stone steps of the office building located in the same square.

Senator MONTOYA. To complete the record, I am inserting pages 209, 210, and 218 of the justification at this point.

(The justification follows:)

SALARIES AND EXPENSES, BOTANIC GARDEN

1969 appropriation in annual act.....$565,000

Pay Supplementals: Wage-Board, $19,700; Civilian Pay Act, $2,800..... 22,500

Total appropriations - 1969..... 587,500

Additions

MANDATORY ITEMS

Wage-Rate Increases authorized by 5 U.S.C. 5341-5344: New wage rates, effective November 3, 1968, under the Coordinated Federal Wage System, affecting 51 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1969, and required to be paid at such rates for 12 months in fiscal year 1970 -- Additional funds required.....$ 5,495

Overtime and Holiday Pay increased from $62,775 to $66,300, resulting from base pay changes authorized by law in fiscal year 1969..... 3,525

Contribution to retirement fund (under "Personnel Benefits"), increased from $26,885 to $28,665, required by 5 U.S.C. 8334, covering Government contribution to this fund -- the additional cost resulting from increase in base pay rates..... 1,780

Total Increase - MANDATORY ITEMS.....$10,800

OTHER INCREASES - NONRECURRING ITEM

Caulking marble basin, Bartholdi Display Fountain, and office building steps.....$ 1,500

This Display Fountain, designed and cast in Paris in 1876 as a special exhibit for the International Exhibition held in Fairmont Park in Philadelphia, Pa., in 1876, was purchased by the

Additions (Continued)

OTHER INCREASES - NONRECURRING ITEM (Continued)

Government in 1877 under funds provided for such purpose in 19 Stat. 356, and in that year was removed from Philadelphia and placed in the Old Botanic Garden Site located until 1933 in the Square bounded by Maryland Avenue, Pennsylvania Avenue, First Street and Third Street, directly across from the present Main Conservatory site.

When the present Main Conservatory was constructed in 1931-1933, at the same time the Square immediately south of the Main Conservatory site (at present also immediately west of the Rayburn Building) was developed as an outdoor garden, with the present office building (originally designed and used as a Director's residence) located at the south end of this Square. The Bartholdi Fountain was relocated during this period from the Old Botanic Garden site to the new outdoor garden square.

Only minor repairs and maintenance have been necessary since 1933 on this elaborate fountain. The sculptural and other parts of this fountain are constructed of iron (originally bronzed but in later years painted with a dark green finish) with the exception of the base which is constructed of marble and the basin of the fountain which is constructed of marble with a concrete core. The basin is over 300 feet in circumference. The caulking of the basin has now deteriorated to the point where it no longer serves as an adequate seal, resulting in an increasing number of leaks, and should be renewed.

The limestone steps of the office building have also required only minor maintenance since their original construction, but have now reached the point where they also must be recaulked due to deterioration of the present caulking.

The amount of $1,500 requested for 1970 provides for complete recaulking of the fountain basin and of the office building steps.

Total Other Increases - NONRECURRING ITEM	$ 1,500
TOTAL ADDITIONS	(+) $12,300
Total Estimate for 1970	$599,800

Activity - United States Botanic Garden

The Botanic Garden was placed under the Architect of the Capitol as Acting Director on July 3, 1934. The efforts exerted to develop the Garden as an activity of deep interest to horticulturists, botanists, students, garden club members, and general public have attained highly satisfactory and progressive results. The fact is evidenced by the following record of the number of visitors to the Main Botanic Garden Conservatory during the period 1943 to 1969:

	Number of Visitors
From July 1, 1943 to June 30, 1944 - Estimated	133,088
From July 1, 1944 to June 30, 1945 - "	178,148
From July 1, 1945 to June 30, 1946 - "	233,217
From July 1, 1946 to June 30, 1947 - Actual Count.....	226,082
From July 1, 1947 to June 30, 1948 - "	189,517
From July 1, 1948 to June 30, 1949 - "	214,224
From July 1, 1949 to June 30, 1950 - "	245,244
From July 1, 1950 to June 30, 1951 - "	274,353
From July 1, 1951 to June 30, 1952 - "	249,207
From July 1, 1952 to June 30, 1953 - "	316,778
From July 1, 1953 to June 30, 1954 - "	265,820
From July 1, 1954 to June 30, 1955 - "	264,392
From July 1, 1955 to June 30, 1956 - "	263,440
From July 1, 1956 to June 30, 1957 - "	265,315
From July 1, 1957 to June 30, 1958 - "	323,460
From July 1, 1958 to June 30, 1959 - "	270,587
From July 1, 1959 to June 30, 1960 - "	298,529
From July 1, 1960 to June 30, 1961 - "	269,011
From July 1, 1961 to June 30, 1962 - "	349,693
From July 1, 1962 to June 30, 1963 - "	307,682
From July 1, 1963 to June 30, 1964 - "	286,460
From July 1, 1964 to June 30, 1965 - "	268,136
From July 1, 1965 to June 30, 1966 - "	274,318
From July 1, 1966 to June 30, 1967 - "	324,399
From July 1, 1967 to June 30, 1968 - "	301,289
From July 1, 1968 to Feb. 28, 1969 - "	185,114 (8 months)

Seasonal displays include chrysanthemums, acacias, azaleas, Easter lilies, tulips, hyacinths, iris, narcissus, poinsettias, bromelias, orchids, cinerarias, climbing nasturtiums, standard gardenias, lantanas.

Work of the gardens in the public interest last year included answering approximately 4,215 inquiries concerning plant identification and method of growing.

SUBCOMMITTEE RECESS

Senator MONTOYA. We have some other questions that we might ask the Architect later on. But this is about all for today.

We will stand in recess subject to call of the Chair.

(Whereupon, at 12:45, Wednesday, July 30, the subcommittee was recessed, to reconvene at the call of the Chair.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1970

FRIDAY, AUGUST 1, 1969

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10:15 a.m., in room 1223, New Senate Office Building, Hon. Joseph M. Montoya (chairman) presiding.

Present: Senators Montoya, Pearson, and Young.

U.S. SENATE

OFFICE OF THE SERGEANT AT ARMS

STATEMENT OF ROBERT G. DUNPHY, SERGEANT AT ARMS

ACCOMPANIED BY
JAMES M. POWELL, CHIEF OF THE CAPITOL POLICE
RICHARD LESTER, TELECOMMUNICATIONS ADVISER
DOROTHY McCARTY, CHIEF CLERK
NICHOLAS J. LACOVARA, ADMINISTRATIVE ASSISTANT

BUDGET ITEMS

Senator MONTOYA. The subcommittee will come to order.

This morning, we are going to hear from Mr. Robert G. Dunphy, Sergeant at Arms of the Senate, with respect to certain items in which Senators have expressed a very profound interest.

Mr. Dunphy, what particular items will you talk about this morning?

Mr. DUNPHY. Mr. Chairman, the Office of the Sergeant at Arms has three items.

One concerns our computer installation in the Service Department, and constitutes a request for personnel.

The second concerns telephone service for the Senate, and the third is a small item dealing with the Senate detail of the Capitol Police.

Senator MONTOYA. Will you proceed?

Mr. DUNPHY. Yes, sir.

COMPUTER INSTALLATION: REQUEST FOR PERSONNEL

Mr. Chairman, at a meeting of the Committee on Rules and Administration on April 2, 1969, the committee was apprised of the workload in our computerized addressing section, and approved the acquisition of larger and more complex computer equipment for the Senate.

The committee was informed at the time that additional personnel would be needed to operate the new equipment in the most efficient manner.

PERSONNEL REQUEST

In this connection, I am now requesting of your committee the following new positions: One systems programer at $14,500 per annum and one production manager; this concerns quality control, and it is at $13,000 per annum. One applications programer at $12,500 per annum, one senior operator at $9,000 per annum, and one operator at $8,500 per annum.

The three programer positions are employees who design systems or develop plans for solving problems or accomplishing work processes through the use of electronic digital computers. They are concerned with identification and scope of matters, and problems, and organization of such work into data systems for processing by the computer.

These positions are concerned with the development of computer programs which consist of both a series of logical decisions necessary to reduce actions to their elements, and sequences of machine actions required.

Each of the programers requested are required to have a significant knowledge of all basic areas. However, individual skills will vary with position specialties.

Treating with them one at a time, the systems programer——

SALARIES

Senator PEARSON. Let me interrupt you. Can you get them at these salaries?

Mr. DUNPHY. Yes, sir, we can. We think we can, and our best advice is that we can. We have checked through the——

Senator PEARSON. These first three you listed come at pretty high prices. But I know you checked into it, and you have satisfied me.

Off the record.

(Discussion off the record.)

Mr. DUNPHY. I think the man we have doing the work is the best man available, the manufacturer agrees with that, and the people in the Government agree with it. On an hourly basis, I think he works as cheaply as anyone can work, because the poor fellow has been working night and day.

We really haven't had enough people, because the acceptance of this equipment in the Senate has been such that our workload is beyond the capacity of our people and our machines.

Senator PEARSON. These machines are remarkable, but you still have to have awfully skilled people to run them, and you had better make sure you have enough in there to get some skilled people.

Mr. DUNPHY. We have conferred with the manufacturers and with people in Government, and the prices we have set for these positions we think are fair, and that we can go into the market to get the personnel required.

RENTAL OF EQUIPMENT

Senator MONTOYA. Have you purchased the equipment yet?

Mr. DUNPHY. Yes, sir, we have. We do not purchase it, incidentally.

Senator MONTOYA. Have you rented it?

Mr. DUNPHY. Yes. The equipment is going to be delivered within a matter of days. Of course, we will not have these people on board when the equipment comes.

Senator MONTOYA. Do you have someone in mind, or do they have to be trained?

Mr. DUNPHY. We have some people in mind.

Senator MONTOYA. I notice the rental will be $22,950 per month.

Mr. DUNPHY. Right.

Senator MONTOYA. How did you arrive at this rental?

Mr. DUNPHY. This is on a Government schedule. In other words, this is a contract which the General Services Administration has approved for this particular type of equipment.

CONVERSION OF TAPES

Senator PEARSON. You take the existing unit out and put this in?

Mr. DUNPHY. Yes, but temporarily we will leave the existing unit in, because we have a conversion process. We are going to convert our tapes to the new machine.

We have been in the process of doing that, incidentally, now, for a matter of months. We have been fortunate in being able to borrow the people to help us accomplish this.

Senator MONTOYA. In other words, you are incurring this rental expense of $22,950, and what rental expense are you going to eliminate when you remove the old one?

Mr. DUNPHY. About $4,800 for the present equipment.

PRINTING OF ADDRESSES: DATA STORAGE AND ACCELERATED PRODUCTION

Senator MONTOYA. What specific thing is this equipment supposed to do?

Mr. DUNPHY. The new equipment is a model 40. We have had a 360 series, model 20. This is a 360 series, model 40.

It will increase our volume by four times the present output, that is our production of tapes, and our ability to run them off so that they can be converted to addresses and put on envelopes by a heat-transfer process.

In other words, it will print out four times faster. The memory core will store more data than what we presently have, and it will have two printers as opposed to one.

It will have the capacity to run two jobs at once.

Senator MONTOYA. Printing jobs, is it?

Mr. DUNPHY. Printing out addresses. These names are first put on magnetic tape and then printed out on regular computer print-out paper.

The paper contains a carbon, and it goes on a machine which, through a heat-transfer process, puts it on the envelope, and it is then ready for insertion and mailing.

Senator MONTOYA. Are you speaking of the addressing of envelopes for newsletters and what have you?

Mr. DUNPHY. Yes, sir, for these and all other documents mailed through our service department.

HEAT TRANSFER ADDRESSING MACHINES

Senator MONTOYA. You are also asking for two additional heat transfer addressing machines?

Mr. DUNPHY. We have these in-house, sir.

Senator MONTOYA. You have already bought them out of current appropriations?

Mr. DUNPHY. Yes, sir.

Senator MONTOYA. So this is not a new item of appropriation?

Mr. DUNPHY. No, sir.

LETTER FROM CHAIRMAN, SENATE COMMITTEE ON RULES AND ADMINISTRATION

Senator MONTOYA. You have this letter of April 3 addressed to you from the Rules Committee indicating the unanimous approval of the committee of your request, and I will insert this at this point in the record, without objection.

(The letter follows:)

U.S. SENATE,
COMMITTEE ON RULES AND ADMINISTRATION,
Washington, D.C., April 3, 1969.

Hon. ROBERT G. DUNPHY,
Sergeant at Arms,
U.S. Senate, Washington, D.C.

DEAR MR. DUNPHY: This is to advise you formally of action taken unanimously by the Committee on Rules and Administration at its meeting of April 12, 1969. In addition to the ceilings adopted relative to Senators' mailings handled by the Service Department under your jurisdiction the Committee approved the acquisition of certain additional mechanical equipment. In order to meet the substantial increase in workload already experienced and the anticipated future demand, the Committee approved your contracting for a computerized addressing system substantially larger than the system we now have in place. The monthly rental for this new equipment will amount to $22,950.00. In addition, you were also authorized to procure two additional heat-transfer addressing machines, as needed, at a cost of approximately $20,000.00 each.

As you explained to the Committee at the above meeting, construction must be undertaken to enlarge the special quarters which house our computer section. In this regard, it is noted that the Architect has the necessary funds to undertake this work as a result of sums remaining from monies appropriated and unexpended.

The Committee was also informed that additional personnel will be required to operate the equipment authorized above and that it is your intention to request in the Legislative appropriation for Fiscal Year 1970 the following new positions for the Senate Service Department:

1 systems programer	$14,500
1 production manager	13,000
1 applications programer	12,500
1 operator	9,000
1 operator	8,500

You are advised that your recommendation for additional personnel, listed above, was given the unanimous endorsement of the Senate Rules Committee. If you think it desirable, I will be glad to communicate this information to the Chairman of the Legislative Subcommittee of the Committee on Appropriations.

With all best regards,
Sincerely,

B. EVERETT JORDAN, *Chairman.*

Senator MONTOYA. These positions which you have enumerated will be permanent positions?

Mr. DUNPHY. Yes, sir.

Senator MONTOYA. You may proceed, Mr. Dunphy.

Mr. DUNPHY. Mr. Chairman, what I have on these positions is a rather brief summary of the qualifications that we will require and be hiring in each category.

Senator MONTOYA. Do you want to put those in the record?

Mr. DUNPHY. Yes, sir.

(The information follows:)

U.S. SENATE,
OFFICE OF THE SERGEANT AT ARMS,
Washington, D.C.

At a meeting of the Committee on Rules and Administration on April 2, 1969, the Committee was apprised of the workload in our computerized addressing section and approved the acquisition of larger and more complex computer equipment for the Senate. The Committee was informed at the time that additional personnel would be needed to operate the new equipment in the most efficient manner. (See Chairman B. Everett Jordan's letter of April 3, 1969.)

Therefore, I am now requesting of your Committee the following new positions: One systems programmer at $14,500 per annum; one production manager (quality control) at $13,000 per annum; one applications programmer at $12,500 per annum; one senior operator at $9,000 per annum; and one operator at $8,500 per annum.

The three programmer positions are employees who design systems or develop plans for solving problems or accomplishing work processes through the use of electronic digital computers. They are concerned with identification and scope of subject matters and problems to be automated and the organization of such work and functions into data systems for subsequent processing by computers. These positions are primarily concerned with the development of computer programs which consist of both the series of logical decisions necessary to reduce actions to their elements and sequences of machine actions required.

Each of the programmers requested are required to have a significant knowledge of all basic areas. However, individual skills will vary within position specialties.

Systems programer

The systems programmer is machine oriented; a highly qualified technician on present equipment of the Senate and comparable equipment of other manufacturers. He would be widely experienced in machine languages and most proficient on those in use in the Senate system. He would select the library of subprograms for use by other programmers and operators. He is capable of writing programs of a highly complex nature.

Production manager (quality control)

He is office oriented and maintains contact with Senators' staffs to insure user understanding of the computer system. He writes programs with a lesser degree of skill and his knowledge of machines is at a lower level than the Systems Programmer. He schedules jobs; estimates time on jobs; programs the runs; checks work schedules for the operators.

Applications programer

He is best described as a standard programmer; writing programs as directed by the more experienced programmers; and would make minor changes or rewrites in existing programs.

Senior operator

He is a technician capable of operating the equipment; initiating and controlling jobs by console typewriter. He directs operators under him as to the selection of files and output units for fulfilling the requests of individual Senators.

Operators

Physically operates the equipment at the direction of a senior operator or one of the programmers. He prepares cards for job control; loads and unloads tape drives, printer and card punch equipment.

TELEPHONE SERVICE

LETTER FROM CHAIRMAN, SENATE COMMITTEE ON RULES AND ADMINISTRATIONS

Mr. DUNPHY. The next item we have, Mr. Chairman, concerns telephones, and in this connection, I believe that you have received a letter from the chairman of the Rules Committee. I have a copy here.

Senator MONTOYA. Without objection, the letter of February 28 addressed to Mr. Dunphy from the Rules Committee will be made a part of the record.

(The letter follows:)

U.S. SENATE,
COMMITTEE ON RULES AND ADMINISTRATION,
Washington, D.C., February 28, 1969.

Hon. ROBERT G. DUNPHY,
Sergeant at Arms, U.S. Senate,
Washington, D.C.

DEAR BOB: At the request of the Majority and Minority Leaders of the Senate and several other Senators, the Committee on Rules and Administration at its regular meeting held on February 26, 1969, considered in some detail actions which could be taken to provide more effective long-distance telephone service for Members of the Senate.

At the above meeting, the following resolution was unanimously adopted:

"That the Sergeant at Arms be directed to make arrangements for each Senator so desiring to have a full-time WATS line in his office. Senators electing to have this service would forego 50 percent of their present commerical allowance of calls and minutes."

In taking the above action the Committee recognized that the proposal could not be made effective until and unless the Committee on Appropriations grants additional funds to cover the Senate's cost of the total WATS line charges utilized. When and if such funds are provided it will also be necessary to revise the present Senatorial long-distance telephone regulations. Your assistance in implementing the Committee's action will be greatly appreciated.

With all best regards,

Sincerely,

B. EVERETT JORDAN, *Chairman.*

WATS LINE

Senator MONTOYA. The main thrust of this letter is with respect to the plausibility of having a WATS line in every Senator's office full time, and as indicated by the letter of February 28 from Senator Jordan, the chairman of the Rules Committee, the Senators have to elect to forego 50 percent of their present telephone allowance for long-distance calls.

Mr. DUNPHY. Yes, sir.

Senator MONTOYA. Now, what have you got to say to all this?

Mr. DUNPHY. Well——

Senator MONTOYA. Have you made any surveys of cost?

Mr. DUNPHY. Yes, sir; we have.

Senator MONTOYA. Would you go into that?

Mr. DUNPHY. Yes.

Senator MONTOYA. And savings of telephone expense. I don't know whether there will be any savings.

Mr. DUNPHY. I think there will be substantial increase in service. I believe the reasoning behind this proposal when it was considered by the Rules Committee was to improve the service.

We have increased the allowances over the years in telephones through the commercial lines. However, it seems that we have never been able to supply a sufficient amount of service to handle the increasing number of calls a Senator is required to make; that is long-distance calls. It was the Rules Committee's feeling, as I understand it, in enacting this resolution, that this would provide the telephone service needed for individual Senators to contact their constituents by long-distance telephone. It would give them an unlimited capacity at a fixed rate.

Contractually, they will have it 24 hours a day, and may use it as many times as they wish at the flat rate.

FOREGOING TELEPHONE ALLOWANCE FOR LONG-DISTANCE CALLS

The resolution states that the Sergeant at Arms be directed to make arrangements for every Senator so desiring to have a WATS line in his office. Senators electing to have this service would forego 50 percent of their commercial calls and minutes.

This proposal, I may say, started out at the direction of the joint leadership. Senators had contracted both the Majority Leader and the Minority Leader, and they transmitted this request with their endorsement to the Rules Committee, and as is mentioned in the letter of February 28, the committee adopted a resolution whereby Senators would be allowed to elect to have this service, if they so desired, by reducing their commercial allowance 50 percent.

CURRENT COMMERCIAL ALLOWANCE

Senator MONTOYA. What is their commercial allowance now?

Mr. DUNPHY. It is 3,000 calls, or 15,000 minutes.

Senator PEARSON. Doesn't that vary from State to State?

Mr. DUNPHY. No, sir; it does not. It varies for the States of over 10 million. They are allowed an additional 50 percent over the items quoted.

However, all other States are allowed the same, the theory behind it being that a Senator who has to call California has a different money amount, but has the same total in minutes or calls.

Senator MONTOYA. What does this average out dollarwise for each Senator?

Mr. DUNPHY. I really can't tell you what it averages out dollarwise, Senator.

COST OF PROPOSED SYSTEM

Senator MONTOYA. I am just trying to arrive at cost figures.

Mr. DUNPHY. You will reduce your bill, your commercial bill, assuming that everybody elected to have the new service and there was a 50-percent across-the-board reduction. I think it would reduce your bill about $30,000 a month.

Senator MONTOYA. $30,000 a month?

Mr. DUNPHY. The commercial bill.

Senator MONTOYA. For the Senate?

Mr. DUNPHY. Yes, sir.

Senator MONTOYA. I never use more than 50 percent, anyway, of my telephone allowance, but I have two WATS lines in New Mexico. I am connected to the WATS service, and I have to pay for it out of my own pocket, but it has been very helpful.

Do you have it?

INCREASED COST AND IMPROVED SERVICE

Senator PEARSON. There is a Government WATS line system that we are hooked on to.

Senator MONTOYA. But we have to pay for it.

Mr. DUNPHY. We are really talking about slightly different things.

Senator PEARSON. I don't know who pays for it.

Senator MONTOYA. Well, I pay for mine. It costs me $300 a month to keep two of them.

Senator PEARSON. Do you think I am paying for mine? I don't think I am, or I would know that.

No, seriously, by the time you get the WATS line in, the total bill will be higher, won't it?

Mr. DUNPHY. Yes, it will.

Senator PEARSON. But you will have a better service?

Mr. DUNPHY. Yes, you will be able to make the telephone calls as the need arises. Frequently, with the system we have now, the Senator will continue to use his long-distance account, and toward the end of the year, he will be getting in trouble and be in a position where he is going to exceed his allowance. Yet he will still have several months to go, and he can't stop making telephone calls, or he is out of business.

Conversely, with a system such as this, he knows that he will have telephone service available to him throughout the year, and there is no danger there.

Senator PEARSON. And he may cut down on telegrams and letters.

Senator MONTOYA. And airmail postage.

Mr. DUNPHY. That is true.

BUDGET REQUEST

Senator MONTOYA. What would be the cost?

Mr. DUNPHY. We are going to need to implement the resolution of the Rules Committee, for the current fiscal year, $800,000.

Senator MONTOYA. Is that what you figure it would cost?

Mr. DUNPHY. That is the net change.

Senator MONTOYA. $800,000?

Mr. DUNPHY. Yes, sir.

Senator MONTOYA. Does that include installation?

Mr. DUNPHY. Yes, sir.

Senator MONTOYA. What would it be without installation costs?

Mr. DUNPHY. Well, installation is a one-time charge, $10 per line.

Senator MONTOYA. I want to find out what it would be after the installation in the initial year. Can you break that $800,000 figure down?

RATES ESTABLISHED BY ZONES

Mr. DUNPHY. There is a $10 charge for each line installed. The monthly rate is constant by the zone.

I don't know whether you have seen one of these maps, but, for instance, in your State, you are in the blue zone, which is zone 5, as I recall.

You have a calling capacity to all the zones indicated.

In other words, from New Mexico east, that would be, with this system.

Senator Pearson has all the zones from Kansas east. A Senator in Pennsylvania is restricted to the pink section, zone No. 1, and the various other zones are calculated on their distance from Washington. Consequently, Senators who reside in California have a calling capacity to the entire country.

But the rates are based on the zones in which the Members reside.

In other words, there will be 12 lines in zone 1, four lines in zone 2, 28 lines in zone 3, and so forth. That is how they come up with the tariff.

FEDERAL COMMUNICATIONS SYSTEM

Senator MONTOYA. You can call anywhere, can't you, under this arrangement?

Mr. DUNPHY. No, sir. I think what you are talking about is the FTS, the Federal Telecommunications System.

We went into that some years back on having a package for the Senate going out of Washington, and finally the Commissioner of Transportation at GSA said that the service, the quality of the service going out of Washington on the regular FTS lines, the delays in getting a line, and so forth, were such that he couldn't recommend it.

Senator PEARSON. That is what I have in Kansas. That is what I am on.

Senator MONTOYA. That is what I have. That is what I was referring to.

Mr. DUNPHY. There are very few problems connected with it, out in the States, and you get it for a flat rate from the Government. On the service going out of Kansas and New Mexico, we have very little complaint, but there is so much traffic going out of Washington on FTS that, after careful study, they said they wouldn't recommend it to Congress.

WATS LINE

Senator MONTOYA. Can we call on the WATS line from Washington to any point in the country?

Mr. DUNPHY. Senator, no; you can't call California on it. Residing in New Mexico, you will be able to call throughout the five zones. You will not be able to call zone 6.

In other words, from Washington back to your State, you have the capacity.

Senator MONTOYA. And vice versa?

Mr. DUNPHY. No, Senator. However, you can continue to use your FTS line out in New Mexico.

Senator MONTOYA. But can I call from Washington to New Mexico on this line?

Mr. DUNPHY. Yes, sir.

Senator MONTOYA. That is the idea, isn't it?

Mr. DUNPHY. Yes, as many times as you want, 24 hours a day. There can only be one person on the line at one time, however.

Senator MONTOYA. I can call any point in between, too?

Mr. DUNPHY. Yes, sir.

COLLATERAL FREE BENEFIT IN OTHER STATES

Senator MONTOYA. But I cannot call California? Why is that?

Mr. DUNPHY. Because the tariff is based on getting you to your home State. The intervening States are on the system——

Senator PEARSON. Can we get a different rate. I don't have any business calling any place but Kansas, I don't think. Is there a different rate——

Mr. DUNPHY. You would get a sort of a collateral benefit in the other States.

RETENTION OF PERCENTAGE OF COMMERCIAL CALLS

Senator MONTOYA. That is going to complicate things, because many of my long-distance calls presently are with respect to military cases, usually in California.

Mr. DUNPHY. That is the reason, Senator, that we thought the Senators should keep 50 percent of their commercial calls. And when you have a constituent calling you back on your business, you would be able to do that through your commercial allowance.

Senator MONTOYA. In other words, you can go eastward from your home territory, but not westward?

Mr. DUNPHY. Well, that is generally true, except if you notice on the green zone, a Senator who represents Maine has a calling capacity to Georgia. There is a gap in it in the East, because of the difference in population.

Senator MONTOYA. Unless he calls in the same color zone——

Mr. DUNPHY. If you look at the blocks in the left-hand corner, you can see the zones you could call, but roughly everything you say is correct. You get everything east of your home State.

PROJECTED ANNUAL COST

Senator MONTOYA. All right.

This cost of $800,000; will that be the projected annual cost?

Mr. DUNPHY. No. We figured that to support it for this fiscal year, Senator. It will be approximately $1.2 million annually. It is actually a little difficult to project this figure, because you are assuming everyone is going to use 50 percent.

LONG-DISTANCE TELEPHONE EXPENSES

Senator MONTOYA. All right. What has been the total telephone expense for Senators?

Mr. DUNPHY. Our long-distance bill for Senators averages approximately $60,000 a month.

Senator PEARSON. $60,000?

Mr. DUNPHY. Yes.

Senator MONTOYA. Off the record.

(Discussion off the record.)

Senator MONTOYA. That is $720,000 on an average, for long-distance calls. What percentage, on the average, does it run of the total allowance? I am still trying to work out the economics of this thing.

Mr. DUNPHY. I don't think we have a figure.

Senator MONTOYA. Would you work out the economics of it? You know what I have in mind?

Mr. DUNPHY. Yes.

SAVINGS

Senator MONTOYA. I want to know how many dollars, more or less, we are going to displace with this expenditure.

Mr. DUNPHY. If you assume everyone would use the full amount of their commercial, you have reduced your commercial bill to $30,000 a month.

Senator MONTOYA. Not necessarily, because the $60,000 that you speak of is not 100 percent use of the allowance, so——

Mr. DUNPHY. No, it is not.

Senator MONTOYA. The point I am getting at is that there are some Senators who do not use 50 percent of the allowance, so when they forego their 50 percent, they are not actually foregoing any expenditure at all.

Mr. DUNPHY. That is correct, but these are few in number.

Senator MONTOYA. That is what I am trying to get at. Maybe you can——

Mr. DUNPHY. We can supply you something on that.

(The information follows:)

STATEMENT ON USAGE OF PRESENT TELEPHONE ALLOWANCES

Since present telephone allowances for the Senate are calculated in calls and minutes, it is not possible to project a dollar figure which would represent maximum usage. Until a call is actually made there is no way in which its cost per minute can be determined.

As reported earlier, our monthly long distance telephone charges average $60,000 per month. In this connection we do know that in 1968, 81% of our Senators used more than 50% of their telephone allowance. Moreover, 35% *exceeded* the allowance in some manner.

If we reduce our commercial allowances 50% pursuant to the Rules Committee's proposal, the above percentages do indicate that we may anticipate a substantial reduction in the $60,000 per month commercial long distance bill we are now receiving.

BUDGET REQUEST

Senator PEARSON. You may have to pick out a month just as an illustration.

Mr. DUNPHY. Yes.

Senator MONTOYA. How much, exactly, do you need to make this service possible on a 24-hour basis? Is the figure $800,000 the total amount?

Mr. DUNPHY. Yes, sir; for this fiscal year.

Senator MONTOYA. The letter of February 28 has been made a part of the record.

RECOMMENDATION FOR FULL-TIME WATS LINE

What other individuals in authority in the Senate have recommended this WATS line, other than the Rules Committee?

Mr. DUNPHY. Well, as I said—and Chairman Jordan's letter reflects this—originally the committee looked into the subject and held a hearing at the request of the Majority and Minority Leaders, and it is my understanding that they were approached by a substantial number of Senators, both in the Majority and in the Minority. At that time, the Majority Leader and the Minority Leader asked Senator Jordan to take this subject up in his committee and to come forth with a recommendation whereby Senators would be authorized to have a full-time WATS line.

CURRENT WATS LINE INSTALLATION

As you may know, we have WATS lines in the Senate at the present time. They are shared by the Senators, and they give up an amount of their commercial allowance to support them.

Unfortunately, under the present system, it takes almost their entire commercial allowance to support it, and they are then only allowed to use it in conjunction with one other Senator.

These two things have been found to be unsatisfactory by most Members. When they have a need to get on the telephone, they have a need to get on the telephone at that time, and if the other Senator is using it, it makes it inconvenient, even though they have tried to share on an hourly basis, or a half day basis. It just hasn't proved to be satisfactory. Also the fact that they have had to give up almost their entire commercial allowance under the formula that we use to allocate these WATS lines at the present time, most Members have been reluctant to use it.

I think we have about 10 of them in service now, don't we?

Mr. LESTER. Fourteen, sir.

Senator MONTOYA. Do you have anything else on this point?

Senator PEARSON. I don't think so, Mr. Chairman.

Senator MONTOYA. All right.

INSTALLATION TIME AFTER APPROVAL

How soon can you put these lines into effect? They are already there?

Mr. DUNPHY. We are wired for them. It won't take long. When we get this item included in the legislative appropriation, shortly thereafter we will have them. The preliminary wiring has been done at the telephone company's end of the line.

HOUSE SERVICE

Senator PEARSON. As a matter of curiosity, do you know whether the House intends to do the same thing?

Mr. DUNPHY. Senator, I do not know officially, but it is my understanding that they have been considering something similar.

Senator MONTOYA. They already have more hours than we do, don't they?

Mr. DUNPHY. Their system is altogether different. They work on a unit system, and I am far from an expert on how it works.

Statement of Chief Powell

Capitol police officers on plainclothes assignment: pay increases

Senator Montoya. What other items do you have?

Mr. Dunphy. We have one item to do with the police. I have a letter, Mr. Chairman, from James Powell, Chief of the Capitol Police, and I think that perhaps the easiest way to present this item is to have Chief Powell speak on it.

Senator Montoya. You may proceed, Chief.

Mr. Powell. Thank you, Mr. Chairman. I think I included in this letter most of this, and if it meets with your approval I will read part of it.

Senator Montoya. The letter will be made part of the record, and you may summarize it as you wish.

(The letter follows:)

U. S. Capitol Police,
Office of the Chief,
Capitol Building,
Washington, D.C. July 22, 1969.

Hon. Robert G. Dunphy,
Sergeant At Arms,
U.S. Senate,
Washington, D.C.

Dear Mr. Dunphy: Included in the 1969 Legislative Branch Appropriations Act was the authorization for six additional Capitol Police officers for assignment in plainclothes security duty at the same salary as that for the uniformed members of the force.

On October 11, 1968 the House of Representatives passed House Resolution 90–1211, which provided for six plainclothes positions for the House side Capitol Police. The language in House Resolution 90–1211 provided as follows:

The rate of compensation of each position of plainclothesmen established on the United States Capitol police force for duty as authorized by House Resolution 90–1211, shall be a single per annum gross rate equal to the sum of—

(1) the single per annum gross rate of compensation of the position of private on the United States Capitol police force, and

(2) an amount equal to two times the multiple dollar figure as currently in effect from time to time at which the compensation of the position of private on such force is fixed.

As a result of the difference in the language of the two laws, the six positions for plainclothesmen assigned to the House of Representatives are at present compensated at the rate of $438.00 per annum in excess of the amount paid those officers similarly assigned for duty on the Senate side.

In order to correct this inequity in salary for these positions with identical duties, I submit for your consideration that approriate language be included in the Legislative Branch Appropriations Act for fiscal 1970 for this purpose.

I would be available to testify before the Committee if you or the Chairman of the Committee should so desire.

Respectfully,

James M. Powell,
Chief, U.S. Capitol Police.

Mr. Powell. Last year, in the Appropriations Act, authorization was provided for six additional police officers in plainclothes assignment for security in the Senate.

At that time, we did not ask any additional pay for these men. They are being paid as other privates on the force.

House Resolution 1211

Later, hearings were held on the House side, and after some hearings, House Resolution 1211 was passed, and provided for six similar

positions on the House side, and they saw fit to pay those men additionally a total of $438 each per year in lieu of their plainclothes assignment, which is more or less customary throughout most police departments, that men assigned to plainclothes duty receive some small additional compensation.

COMPENSATION IN LIEU OF UNIFORM AND CLEANING

Senator PEARSON. Why is that? What is the theory throughout the police structure?

Mr. POWELL. The police in uniform is supplied the uniform, and we pay for the laundry. Actually, a man is penalized slightly financially by being assigned to plainclothes.

Senator MONTOYA. He has to pay for his own clothes?

Mr. POWELL. Yes, sir.

Senator MONTOYA. Do you provide for his own cleaning, or do you give them a clothing allowance?

Mr. POWELL. The men in plainclothes, we would give this additional amount.

Senator MONTOYA. Do you do it on a monthly basis, or a yearly basis?

Mr. POWELL. This would be a part of his salary, and added in.

The language in the letter, I copied the wording of House Resolution 1211. The House rolls and the Senate rolls pay structure—Mr. Brenkworth knows more about that than I do—but they have the same uniform scale language, so that it will all be the same for the Senate and the House men.

I would recommend that, to correct this small inequity, that is a little bit demoralizing, although they have never complained. But the House men have one rate and the Senate men another. I think it would be better for me, particularly, to have it all the same.

Senator MONTOYA. Is this all you are asking for, the clothing allowance?

Mr. POWELL. Yes, sir; that we add that additional amount at this time.

Senator PEARSON. How much is it per officer?

Mr. POWELL. A total of $438 a year.

Senator MONTOYA. For six officers?

Mr. POWELL. For six officers, yes, sir.

Senator MONTOYA. You will, of course, take care of their salaries through your normal appropriation?

Mr. POWELL. Yes, that comes under regular salaries.

Senator MONTOYA. You haven't put in, then, for additional amounts for these six officers?

Mr. POWELL. No, sir.

Senator MONTOYA. As I understand it, they were authorized last year, and you paid them out of the last year's appropriation?

Mr. POWELL. Yes, sir.

Senator MONTOYA. And you are not making this a new item this year?

Mr. POWELL. No, sir. We did not ask for six additional men.

Senator MONTOYA. Is there anything else on this point, or any other point?

Mr. POWELL. I don't believe so, sir.

Senator MONTOYA. All right. The letter has been made a part of the record.

May I see it?

Mr. POWELL. Yes, sir.

MIX OF CAREER AND PATRONAGE POLICE FORCE

Senator PEARSON. Chief, let me ask you something. It is a digression.

We have young fellows who come in and join your force and go to school and so forth. Are they proving out to be good members of your force? Are they doing the job?

This is a patronage assignment here. I had one, and perhaps you do, Mr. Chairman, and I gave it to a young man who wants to go to school, who doesn't have the money to go. Usually they come in for a year or so, and then pass out.

I believe in the back of my memory that there was some discussion of a change of policy that would do away with this practice and get in professional people, people who wanted to make a career of being a policeman and so forth, with the idea that this would probably be a better system, considering the security responsibilities and so forth.

Do you want to make any comment on that?

I have mixed emotions about this patronage thing I have. I have been able to get some awfully fine young men and help them get an education at the law schools here and at the graduate schools. I save that job just for that purpose.

If they don't make good grades, they don't get a job or we take it away.

What is your feeling about it?

Mr. POWELL. I don't think we could operate if we had 100 percent students.

But as it is, we have 126 permanent Senate positions, and of a total of 616 authorized positions for the House and Senate, I think 117 private positions on the Senate side are patronage, and 131 on the House side, and the remaining positions are of a permanent nature.

Actually, had it not been for that, we would be in serious trouble. It is not that the students are not qualified—usually they are very nice young men, and they do a satisfactory job within limitations.

The problem arises when suddenly, due to no fault of theirs or mine, we are faced with a serious emergency and everybody has to work nights or days, or we cancel days off, and if that happens to be at a time when they have examinations, it, of course, causes hardship on them. I think they deserve a great deal of credit for their ability to do the job as well as they do and still to continue their studies satisfactorily.

Senator PEARSON. You think the mix is working?

Mr. POWELL. I think so; yes, sir. In fact, I think if we at this time moved completely out of the patronage picture, we probably would have a vacuum of unfilled positions for awhile.

EMPLOYMENT OUTSIDE PATRONAGE OF FORMER MILITARY PERSONNEL

Senator PEARSON. It is hard to get recruits.

Mr. DUNPHY. May I interject at this point, Senator? When the last two increases were authorized for our force, this committee gave us the right to hire people outside the patronage system, and the Chief has designed a system whereby we have been getting young men out of the military.

Frequently, they may be a year or so older than the maximum entrance age for the Metropolitan Police, but they may be people who have had extensive training in the Air Police or Military Police.

The requirement is that they have 1 year's police experience. They have proved highly satisfactory to us.

EXEMPLARY DEMEANOR OF CAPITOL POLICEMEN

Senator PEARSON. Actually, I want to commend you, Chief, because I don't think I have ever seen a Capitol policeman do a rude thing, or an abrupt thing up here. You have apparently indoctrinated them well.

Hasn't that been your experience?

Senator MONTOYA. That is correct.

Mr. POWELL. We do see occasional letters of some complaint, but I will say they are few and far between.

Occasionally some citizen becomes offended, perhaps easily, at some officer, and we do try to take steps to guard against the repetition of the mistake.

Senator MONTOYA. You don't receive many complaints?

Mr. POWELL. No, sir; very, very few. I am real proud of their general attitude. They are proud of themselves, I think.

PATRONAGE POSITIONS: ASSIGNMENTS INTERFERING WITH SCHOOL SCHEDULES

Senator MONTOYA. According to your figures, you have over 600 in personnel, and a little over 200 are patronage positions.

Mr. POWELL. Yes.

Senator MONTOYA. I have been informed that on occasion, just as you stated, some of these students are handicapped by unusual assignments, which interferes with their school schedule.

I can readily appreciate that you need their service sometimes urgently, but do you try to accommodate these students so that they can go to school?

Mr. POWELL. Yes, sir. We do everything within reason that can be done to assure them that they can go to school, and at the same time, we can get the job done.

Senator Montoya. Because, like the Senator stated, Senator Pearson, I also try to put on patronage, students who have to go to school as a condition precedent to being hired or recommended by me, and I would not be fulfilling the objective if these students could not go to school.

I would not recommend them otherwise, and I don't think it is un-

reasonable to have one-third of the jobs available for providing educational opportunities for some of these young boys.

Mr. POWELL. No, sir. I appreciate very much the support that the Members of the Senate and the House give us in these problems which arise from time to time. Small disciplinary problems do occur, and I appreciate the strong support given by the Members of the Senate and House, which enable us to get the job done and still to permit these students to go to school.

Senator MONTOYA. Thank you, Chief.

Mr. POWELL. Thank you.

Office of the Secretary

STATEMENT OF ROBERT A. BRENKWORTH, FINANCIAL CLERK

PRESENTATION PROCEDURE

Senator Montoya. Mr. Brenkworth, you may proceed with your testimony.

Mr. Brenkworth. Mr. Chairman, with the committee's permission, I would like first to summarize the estimates that have been submitted for the coming year, comparing them with the appropriations for 1969, highlighting the increased items, and subsequently, go to the committee's table No. 1 and indicate the item-by-item appropriations and the increases in estimates, if any. If this is satisfactory with the committee, I will proceed on that basis.

Senator Montoya. Fine.

BUDGET REQUEST

Mr. Brenkworth. The fiscal year 1970 estimates totals $51,849,257, which is $2,009,588 more than the total 1969 appropriations of $49,839,669.

SUPPLEMENTAL APPROPRIATION: COMPENSATION INCREASES OF JULY 1, 1969

The estimates do not include funds necessary to meet the costs of the increase in compensation effective July 1, 1969, which will be submitted later in a request for supplemental funds. This is the general practice that will be followed by all agencies of the Government.

Senator Montoya. What do you estimate that to be?

Mr. Brenkworth. I would estimate, and it is strictly an estimate at this point, that it would run about $5 million. This is strictly a wild guess.

Senator Montoya. For additional compensation?

Mr. Brenkworth. Yes. I say that mainly because the bulk of our appropriations are for compensation.

1969 APPROPRIATION COMPONENTS

Senator Montoya. In addition to the $49,839,669 last year, how much was provided in the supplemental?

Mr. Brenkworth. This sum includes the supplementals.

Senator Montoya. Was there any other appropriations?

Mr. Brenkworth. Only the supplementals—and we had two of them—the first for a total of $27,820, which was for the Commission on Art and Antiquities.

The second was for the increased pay cost mainly, and that came to $2,729,602.

This is all included in the $49 million figure that I mentioned.

Senator MONTOYA. That answers my question.

JOINT ITEMS FUNDED AS SENATE APPROPRIATIONS

Mr. BRENKWORTH. The aforementioned sum does not include the joint items funded as Senate appropriations which are estimated at $1,144,615, and which will be included in the appropriations bill as it passes in the House of Representatives.

Senator PEARSON. What do you mean by joint items? You will have to educate me.

Mr. BRENKWORTH. All right, sir. If you will turn to committee table 1, page 2, you will find a listing, line items 26 and so forth. These are the items involving both the Senate and the House.

Senator PEARSON. I see. Go ahead.

SALARIES, OFFICERS AND EMPLOYEES: RESTORATION OF 1969 PAY INCREASE COST

Mr. BRENKWORTH. The first item of increase is a restoration of the $500,000 reduction in salaries of officers and employees in the pay increase request for 1969. This was a nonrecurring 1-year reduction, possible because of the late date of the supplemental. The year had lapsed. We knew that we would not need all the funds we were requesting.

However, we cannot say the same thing for 1970. Therefore, we must restore that cut.

SENATE RESTAURANT

The second item of increase is a restoration of a $17,500 reduction in payment to the architect for operation of the Senate Restaurant which was a nonrecurring 1-year reduction possible for the same reason.

Senator MONTOYA. Where does that appear?

Mr. BRENKWORTH. In the miscellaneous items appropriation, line 20, in table 1. There is a net reduction there of $83,640. This is part of it. What I am trying to do is show you the items of increase individually, and then we will go to the line items by appropriations, and I can explain how we arrive at the increase or decrease in the individual appropriation.

MARCH 1, 1969, COMPENSATION INCREASE

We have an increase of $1,639,555 which represents the additional funds necessary for the full fiscal year cost of the increase in compensation effective March 1, 1969, which was authorized by Public Law 90–206, as implemented by the President and by the President pro tempore of the Senate.

MISCELLANEOUS ITEMS

The miscellaneous items appropriation estimate is increased by $57,000 at the request of the Architect of the Capitol for the operation of the Senate restaurant. The same appropriation estimate is

increased by $60,000 to cover the cost of a 10-percent increase in telegram allowances authorized by the Committee on Rules and Administration on September 27, 1968.

There is an additional increase of $55,590 for the touchtone local telephone system approved by the Committee on Rules and Administration on February 28, 1969.

The Commission on Art and Antiquities, authorized by Senate Resolution 382, was authorized a $15,000 annual expense fund; $11,250 of this was appropriated for fiscal year 1969 in Public Law 90–608, the first supplemental.

Senator MONTOYA. Mr. Brenkworth, I think I would understand this better if, when you refer to those specific items, if you would identify the general item on the committee print. Can you do that?

Mr. BRENKWORTH. I can by showing you the area in which it exists, but individually—for example, let's take item 20 in the table, "Miscellaneous items." You have a minus $83,640. Part of that minus figure is this increase of $3,750, which is offset by another decrease.

So, I thought it best to summarize the increases individually and then go to the line items so we could pick up the plus and minus to arrive at the net.

Senator MONTOYA. All right.

SALARIES, OFFICERS, AND EMPLOYEES

Mr. BRENKWORTH. There is an increase of $5,519 in "Salaries, Officers, and Employees, Office of the Secretary." This represents the funding of the position of Curator of the Art and Antiquities, authorized at $22,089 per annum.

The 1969 appropriation was for 9 months, and an additional $5,519 is needed for the full year's cost of this position.

In the same appropriation under administrative and clerical assistants to Senators, there is an increase of $53,929, representing the full year increase in clerk hire allowance authorized for the Senators from Illinois and Texas as a result of population changes, placing these States in a higher classification.

This was authorized in the second supplemental, without funds, due to the late date of consideration.

These increases total $2,392, 843, and are offset by the following decreases which total $383,255, bringing us to the net increase, 1970 over 1969, of $2,009,588.

The first decrease item is a nonrecurring gratuity authorized for the widow of the late Senator Bartlett in the amount of $30,000.

The second is in the appropriation, "Senate policy committees" in the amount of $40,000, or $20,000 for each policy committee. This amount was a 1-year 1969 nonrecurring increase, and is therefore excluded from the 1970 estimate.

The next reduction is $1,255 in the appropriation for miscellaneous items representing a reduction in the employees' compensation fund reimbursement for the Bureau of Employees Compensation.

In the same appropriation, "Miscellaneous items," there is a reduction of $312,000 resulting from the elimination of positions authorized for the Committees on the District of Columbia and Labor and Public

Welfare. These authorizations expired on January 31, 1969.

Senator PEARSON. You mean they cut the staffs?

Mr. BRENKWORTH. Yes, sir. The resolutions for these positions expired, a resolution was not introduced and agreed to extending them beyond January 31.

Instead, the committees asked for, by resolution, funds for inquiries and investigations. You have a reduction here but an increase in the other appropriation.

TABLE 1

If we could now go, with the committee's permission, to the table, table 1, and take these item by item.

(The table follows:)

[COMMITTEE PRINT]

LEGISLATIVE BRANCH APPROPRIATION ACT, 1970 (H.R. 13763)

TABLE I

Item	New budget (obligational) authority, fiscal year 1969	Budget estimate of new (obligational) authority, fiscal year 1970 to Senate	Increase (+) or decrease (−) 1970 estimates, compared with 1969
SENATE			
Compensation of the Vice President and Senators	$3,762,565	$4,703,270	+$940,705
Mileage, President of Senate and Senators	58,370	58,370	----------
Expense allowance, Vice President, majority and minority leaders	16,000	16,000	----------
Total, Senators and President of Senate	3,836,935	4,777,640	+940,705
Salaries, officers and employees:			
Office of the Vice President	262,216	266,859	+4,643
Chaplain	17,711	17,711	----------
Office of the Secretary	1,621,287	1,645,332	+24,045
Committee employees	3,908,360	4,017,014	+108,654
Conference, majority	114,691	115,619	+928
Conference, minority	114,691	115,619	+928
Administrative and clerical assistants to Senators	22,250,010	23,254,344	+1,004,334
Office of the Sergeant at Arms	4,871,271	4,875,709	+4,438
Offices of secretaries to the majority and minority	192,554	196,612	+4,058
Offices of the majority and minority whips	42,188	42,188	----------
Total, salaries, officers and employees	33,394,979	34,547,007	+1,152,028
Contingent Expenses			
Senate policy committees	507,490	473,440	−34,050
Automobiles and maintenance	50,880	50,880	----------
Furniture	31,190	31,190	----------
Expenses of inquiries and investigations	6,592,225	6,646,755	+54,530
Folding documents	46,355	46,355	----------
Mail transportation (motor vehicles)	16,560	16,560	----------
Miscellaneous items	4,528,600	4,444,960	−83,640
Postage	109,020	109,020	----------
Stationery	316,200	316,200	----------
Communications	15,150	15,150	----------
Total, contingent expenses	12,213,670	12,150,510	−63,160
Other, Senate			
Legislative counsel	364,085	374,100	+10,015
Payment to widow of Hon. E. L. Bartlett	30,000	----------	−30,000
Total, other	394,085	374,100	−19,985
Total, Senate	49,839,669	51,849,257	+2,009,588

See footnote at end of table.

TABLE 1—Continued

Item	New budget (obligational) authority, fiscal year 1969	Budget estimate of new (obligational) authority, fiscal year 1970 to Senate	Increase (+) or decrease (—) 1970 estimates, compared with 1969
JOINT ITEMS			
(Disbursed by Senate)			
Joint Committee on Reduction of Federal Expenditures	$55,000	$90,000	+$35,000
Contingent Expenses of the Senate			
Joint Economic Committee	430,650	441,165	+10,515
Joint Committee on Atomic Energy	398,605	400,595	+1,990
Joint Committee on Printing	210,865	212,855	+1,990
Joint Committee on Inaugural Ceremonies, 1969	400,000		—400,000
JOINT ITEMS			
(Disbursed by House)			
Contingent Expenses of the House			
Joint Committee on Internal Revenue Taxation	531,905	597,650	+65,745
Joint Committee on Defense Production	107,950	107,950	
Office of the Attending Physician			
Medical supplies, equipment, and expenses	56,000	61,800	+5,800
Capitol Police			
General expenses	134,000	136,000	+2,000
Capitol Police Board	900,000	909,936	+9,936
Education of Pages			
Education of congressional pages and pages of the Supreme Court	113,160	112,307	—853
Official Mail Costs			
Expenses	9,473,000	10,161,000	+688,000
Statements of Appropriations			
(One-half disbursed by House and one-half disbursed by Senate)			
Preparation	13,000	13,000	
Total, joint items	12,824,135	13,244,258	+420,123
Grand total, Senate and joint items	[1] 62,663,804	[1] 65,093,515	+2,429,711

[1] Total of Senate items plus joint items disbursed by Senate for fiscal year 1969 is $51,341,289 and for fiscal year 1970 is $53,000,372.

COMPENSATION OF VICE PRESIDENT AND SENATORS

Mr. BRENKWORTH. The first item is compensation of the Vice President and Senators. We have an increase of $940,705. This represents the full-year pay increase cost.

Senator MONTOYA. On item No. 1, were we fully funded for the pay increase for Senators in fiscal year 1969?

Mr. BRECKWORTH. We received a supplemental appropriation of $458,270, which represented the funds necessary for the 4 months, March through June, of 1969.

Senator MONTOYA. And the $940,705 increase is for the Vice President's salary?

Mr. BRENKWORTH. No, sir.

Senator MONTOYA. Well, you say here, "Compensation of the Vice President."

Mr. BRENKWORTH. And Senators; this is one appropriation.

Senator MONTOYA. I am asking you—you didn't let me finish—is the additional compensation the increases represented by the additional compensation which we passed and enacted into law for the Vice President and the additional compensation of Senators?

Is that correct?

Mr. BRENKWORTH. Yes, sir. What we have here is the additional 8-month cost. We are now going to appropriate 12 months at the higher salaries instead of four.

Senator MONTOYA. Yes.

Mr. BRENKWORTH. The $458,270, represents the 4-month need. The additional 8-month need is $940,705 to a total cost of $1,398,975. That is the annual cost of the pay rise.

Senator MONTOYA. All right. That answers my question.

Mr. BRENKWORTH. All of the positions that are paid under this appropriation are included in this area.

Senator MONTOYA. The $458,270 that you are speaking of that was required over and above the current funding, was that by supplemental?

Mr. BRENKWORTH. Yes, sir; second supplemental.

Senator MONTOYA. All right.

MILEAGE, PRESIDENT OF SENATE AND SENATORS

Mr. BRENKWORTH. The item, "Mileage, President of the Senate and Senators" there is no increase. The amount appears to be sufficient for the coming year.

EXPENSE ALLOWANCE

Item No. 3, "Expense allowance," no change, the same amount as 1969.

SALARIES, OFFICERS, AND EMPLOYEES

OFFICE OF THE VICE PRESIDENT

In the appropriations "Salaries, officers, and employees," item No. 4, "Office of the Vice President," an increase of $4,643, representing the full-year pay increase costs.

Senator MONTOYA. What is the $266,859; what does that represent?

Mr. BRENKWORTH. That is the 1970 estimate. The $262,216——

Senator MONTOYA. Tell us something about how the Vice President uses that appropriation. I don't know anything about it.

Mr. BRENKWORTH. He assigns salaries, just as you do in your office. He uses the same table, the same rates, and he appoints people, and he cannot exceed an expenditure of $262,216 for 1969, and if this estimate is approved, of course, $266,859 for 1970.

The pay raises are applicable to his employees, and they are employees in his capacity as President of the Senate more than they are as the Vice President, because they are given to him to carry out his duties as President of the Senate, which are primarily his duties under the Constitution.

Senator MONTOYA. He has other employees in the executive branch?

Mr. BRENKWORTH. I have no specific knowledge on this. I assume

that in his capacity in the executive branch, he may have some staff elsewhere.

Senator MONTOYA. All right.

OFFICE OF THE CHAPLAIN

Mr. BRENKWORTH. The next item is the "Office of the Chaplain." There is no increase here.

Senator MONTOYA. There has been an agreement on this with respect to the salary of the Chaplain, has there not?

Mr. BRENKWORTH. A letter has come to the committee from the leadership on this for the committee's decision. This would not be in the estimate, since this is a matter for the committee to decide. The estimates are based on last year's appropriation and what the law says must be done, but no other changes are made in the estimates until this committee acts on and approves them.

Senator PEARSON. If we raise the salary of the Vice President and the majority and minority leaders, et cetera, we will need a bigger figure here.

Mr. BRENKWORTH. Could we go off the record?

Senator MONTOYA. Off the record.

(Discussion off the record.)

OFFICE OF SECRETARY

Senator MONTOYA. On the record.

Mr. BRENKWORTH. In the "Office of the Secretary," we have an increase of $24,045. This represents the full-year revision of the increased pay costs again.

COMMITTEE EMPLOYEES

Item 7, "Committee employees," an increase of $108,654, and this, once again, is the increased pay costs.

Senator MONTOYA. What do you mean, just the increased pay costs for committee employees?

Mr. BRENKWORTH. Full year's operation, as opposed to the 4 months we had at the higher limitations in 1969. There are no additional positions.

CONFERENCE COMMITTEES

On "Conference committees," we have an increase of $928 for each of the conference committees, items 8 and 9.

Senator MONTOYA. What kind of expenditure is made by the conference committees?

Mr. BRENKWORTH. Strictly salary. These are all salary items, no expenses at all.

Senator MONTOYA. Do they usually have a clerk in the committee? How is the salary paid?

Mr. BRENKWORTH. It is paid by my office on the authorization of the chairman.

Senator MONTOYA. I didn't know you had a conference employee.

Mr. BRENKWORTH. Yes, sir. The conference for the minority is under Senator Margaret Chase Smith, and the majority under Senator Mansfield.

Senator MONTOYA. Is it a clerk who handles the scheduling of the conference?

Mr. BRENKWORTH. There are a number of clerks. I don't know what their duties are.

Senator MONTOYA. What are their duties?

Mr. BRENKWORTH. I couldn't tell you, Senator. You would have to get that from the chairmen of the conferences.

Senator MONTOYA. All right, proceed.

Mr. BRENKWORTH. Item 10, "Administrative and clerical assistants to Senators," an increase of $1,004,334.

Senator MONTOYA. What does it represent?

Mr. BRENKWORTH. $500,000 represents the restoration of funds that were cut out of the second supplemental.

We have a further increase of $450,405, which represents the additional funds needed for the March 1, 1969, limitation increase on a full-year basis. The total annual cost of that was $675,605, and $225,200 was in the supplemental bill for the 4 months' operation. The balance of $450,405 is needed for a full years' operation.

In addition, we have $53,929 needed for the increase in the clerk hire allowances for the four Senators from the States of Illinois and Texas going to the 11-million population. The combined amount is $1,004,334.

Senator MONTOYA. Are there any additional employees provided for in this increase?

Mr. BRENKWORTH. Only in the increased allowances for the two Senators from Illinois and the two Senators from Texas. This can be used for increases in salaries, or for new people.

OFFICE OF SERGEANT AT ARMS

Item 11, "Office of the Sergeant at Arms," an increase of $4,438, and this represents the full-year revision of the March 1, 1969, pay increases.

OFFICES OF SECRETARIES TO MAJORITY AND MINORITY

Item 12, "Offices of the secretaries to the majority and the minority," an increase of $4,058, and this also is the full-year revision of the pay increase.

SALARIES, OFFICERS AND EMPLOYEES

This brings us to the total, then, for the appropriation for "Salaries, officers and employees," an increase of $1,152,028.

SENATE POLICY COMMITTEES

Under the contingent expenses, item 14, "Senate policy committees," a decrease of $34,050. We have a $40,000 reduction, the 1-year nonrecurring appropriation for 1969, and we have an increase for the March 1, 1969, pay raise, $5,950, to bring us to a net decrease of $34,050.

AUTOMOBILES AND MAINTENANCE

The appropriation, "Automobiles and maintenance," is the same as the appropriation for 1969.

Senator MONTOYA. How many automobiles do you have?

Mr. BRENKWORTH. In this one, there are four.

Senator MONTOYA. What kind of automobiles are they?

Mr. BRENKWORTH. There are two Lincolns, and there are two Cadillacs. One is assigned to the Vice President: one is assigned to the President pro tempore; and one each to the Leaders.

Senator MONTOYA. These are rented cars, are they not?

Mr. BRENKWORTH. They are all leased; yes, sir.

Senator MONTOYA. What is the rental on these cars?

Mr. BRENKWORTH. A Continenal at $750 a year, a limousine at $1,500 a year and two Cadillacs at $1,000 a year. This includes insurance on the vehicles.

Senator MONTOYA. The maintenance part, what does that represent?

Mr. BRENKWORTH. Our expenses, above compensation for the chauffeurs, including the lease, run about $2,800 a year.

Senator MONTOYA. So in this figure of maintenance, you are including the salaries of the chauffeurs?

Mr. BRENKWORTH. No, sir; the salaries run about $9,900.

Senator MONTOYA. Is that in this item?

Mr. BRENKWORTH. Yes, sir; it is included in this item.

Senator YOUNG. Mr. Chairman, may I ask a question?

Senator MONTOYA. Yes.

Senator YOUNG. Are these new cars each year?

Mr. BRENKWORTH. They are replaced annually. This cuts our maintenance costs.

Senator YOUNG. Off the record.

(Discussion off the record.)

Senator MONTOYA. Proceed.

FURNITURE

Mr. BRENKWORTH. The next item is "Furniture," item 16. There is no increase here.

INQUIRIES AND INVESTIGATION

Item 17, "Expenses of inquiries and investigation," we have a plus figure of $54,530.

This represents the full-year revision of the increase of March 1, 1969.

At this point, I would like to call the committee's attention to the fact that the resolutions authorizing investigations increased by $553,300 in the first session of this Congress. It went from $6,543,900 to $7,097,200.

I raise this question because of Senator Pearson's question previously on the abolished positions. This is the offsetting factor.

Senator MONTOYA. What is the offsetting factor?

Mr. BRENKWORTH. We had a reduction in the positions authorized under miscellaneous items. Since two resolutions were not extended, 17 positions were not authorized beyond February 1, but those com-

mittees did come in and ask for additional funds for investigations, and that is part of this increase.

Senator MONTOYA. While there was a reduction in one phase of expenditure, there was an increase in another, so actually, there was no saving.

Mr. BRENKWORTH. Not really; no. It appears as a reduction in one and an increase in another.

FOLDING DOCUMENTS

The appropriation, "Folding documents," which is item 18, there is no change.

MAIL TRANSPORTATION

The appropriation, "Mail transportation," no change $16,560.

Senator MONTOYA. On this mail transportation, I notice where you have the same amount requested as you received last year.

Mr. BRENKWORTH. Yes, sir.

Senator MONTOYA. What kind of an expenditure is this? Is this for new vehicles?

Mr. BRENKWORTH. It pays for the purchase of vehicles and for the operation of the vehicles.

Senator MONTOYA. Do you lease some of these vehicles?

Mr. BRENKWORTH. I don't believe any of them are leased at this time. I think they are on a purchase agreement which is comparable to a lease, but not leased.

Senator MONTOYA. All right, go ahead.

MISCELLANEOUS ITEMS

Mr. BRENKWORTH. In the appropriation, miscellaneous items. This is a multipurpose appropriation—containing many items. Mr. Dunphy testified about a computer. That would be placed in miscellaneous items.

Here, we have a reduction of $83,640, and this is arrived at in the following manner.

We had an increase of $74,500 for the operation of the restaurant, which is part of this appropriation. We have an increase of $60,000 for the telegram allowances referred to previously. We have an increase of $55,590 for the local touch-tone system. We have an increase of $3,750 for the Commission on Arts and Antiquities expense fund.

We have an increase of $35,775 for the total cost of the pay increase, March 1, 1969, on the positions authorized in this appropriation.

The 1969 portion of the pay increase was absorbed, because $130,000 in funds appropriated to cover the positions that were abolished on February 1, could be applied to whatever expenses might be incurred in any of these areas for 1969; therefore, it was not necessary to request funds in the supplemental.

Total increases here are $229,615. From this, we have a reduction of $1,255 on the employees compensation reimbursement to the Bureau of Employees Compensation, and $312,000 on the positions that were discontinued.

This gives us a net decrease of $83,640.

LIST OF MISCELLANEOUS EXPENDITURES

Senator MONTOYA. Would you furnish me a list of the total expenditures under this category of miscellaneous items?

Senator YOUNG. I would like to have a copy of that, too.

Senator MONTOYA. And a comparison between 1969 and 1970?

Mr. BRENKWORTH. I will furnish that for the record; yes, sir.

(The information follows:)

MISCELLANEOUS ITEMS

	Fiscal year 1969	Estimate revision	Fiscal year 1970
Resolution payroll	$1,248,930	[1] −$276,225	$972,705
Office rent, Senate, 2 U.S.C. 52	240,000		240,000
Office expense, Senate, 2 U.S.C. 53	120,000		120,000
Telephone service reimbursement, Senate, Public Law 90–21	120,000		120,000
Transportation reimbursement, Senate, 2 U.S.C. 43b)	157,110		157,110
Mileage, Senate employees, 2 U.S.C. 127	123,740		123,740
Res. authorization reserve	30,000		30,000
Miscellaneous items (supplies, etc.)	101,500		101,500
Telephone and telegraph (Rules Committee, 2 U.S.C. 46d4)	1,586,365	[2] +115,590	1,701,955
Senate restaurant, Public Law 87–82	498,500	[3] +74,500	573,000
Emergency reporting, Public Law 89–90	10,000		10,000
Employees compensation fund reimbursement	6,205	−1,255	4,950
Mechanical equipment and repair	275,000		275,000
Commission on Art and Antiquities	11,250	+3,750	15,000
Total	4,528,600	−83,640	4,444,960

Telephone and telegraph:	
Local	$355,590
Long distance	686,365
Telegrams	660,000
Total	1,701,955

[1] $312,000 reduction minus $35,775 increase equals minus $276,225.
[2] $55,590 local telephone, plus $60,000 telegrams equals +$115,590.
[3] $57,000 annual increase plus $17,500 restoration of 1969 supplemental pay increase. Cut equals plus $74,500.

RESTAURANT FUNDING

Senator MONTOYA. With respect to the restaurant, you have an additional $74,500.

Mr. BRENKWORTH. Yes, sir.

Senator MONTOYA. What does that figure represent?

Mr. BRENKWORTH. That is the $17,500 restoration of the 1969 cut made in the second supplemental bill, and $57,000 requested by the architect in his letter requesting an estimate for fiscal year 1970 of $573,000 for the restaurant.

Senator MONTOYA. Do you know why the architect requested this additional amount?

Mr. BRENKWORTH. No, sir; I do not. This goes through the Rules Committee, Subcommittee on the Restaurant. I assume he submits his needs to them, and they approve them, and he sends me a letter for the estimate.

POSTAGE

Mr. BRENKWORTH. Item 21, "Postage." There is no change in the estimate.

However, I will bring to the committee's attention that the Postmaster General announced that on Monday, I think it was the 14th of July, there would be an increase in the special delivery rates, from 30 to 45 cents.

This will require consideration by the committee. It was not included in the estimates, because when they were submitted, we had no idea the increase would occur.

Senator MONTOYA. This would also have to be authorized by the Rules Committee, wouldn't it?

Mr. BRENKWORTH. No, sir.

Senator MONTOYA. How much additional would you require?

Mr. BRENKWORTH. It is estimated that roughly 20 percent of our issue is in the area of special delivery, and that would be of the $108,480; 20 percent of that would have to go up by 50 percent, or $10,848.

Senator MONTOYA. Would you submit a letter to the committee?

Mr. BRENKWORTH. Yes, sir; that will be prepared for the committee.

(The information follows:)

SPECIAL DELIVERY JUMPS TO 45 CENTS TOMORROW

It will cost more to get special attention for your mail starting tomorrow.

The new rates announced by Postmaster General Winton M. Blount—which don't require approval by Congress—will help reduce the postal operating deficit by $20 million a year, he said.

The increase most people will feel is in special delivery service, where the minimum charge has been raised by 15 cents (from 30 to 45 cents) for letters and air parcel post. Other increases effective tomorrow are:

Registry: Up 5 to 20 cents, depending upon value.

C.O.D.: Up 10 cents.

Return Receipt: Up 10 cents, to 15 cents.

Still before Congress are proposals by Blount to raise general mail rates. If approved, the cost of a first-class letter would rise from 6 to 7 cents.

THE SUNDAY STAR JULY 13, 1969

Per 1969 Disbursements:	
Airmail, 80.54 percent equals	$81,246.70
Special delivery, 19.46 percent or 20 percent	19,621.80
Total	100,868.50
East of Mississippi River (53) $960.00 plus $96.00 equals $1,056.00 equals	55,968.00
West of Mississippi River (48), 1,200.00 plus 120.00 equals $1,320.00 equals	63,360.00
Total	119,328.00
1969 appropriation	108,480.00
Increase	10,848.00
20 percent of $960.00 equals $192.00 plus 50 percent (30 cents to 45 cents) equal 96 multiplied by 53 equals	5,088.00
20 percent of 1,200,000 equals 240.00 plus 50 percent (30 cents to 45 cents) equals 120 multiplied by 48 equals	5,760.00
Total	10,848.00

STATIONERY AND COMMUNICATIONS

Senator MONTOYA. Senator Young, or Senator Pearson, you may ask questions at any stage.

Mr. BRENKWORTH. Item 22, "Stationery," no increase. Item 23, "Communications," $15,150, no increase.

Senator MONTOYA. What is communications?

Mr. BRENKWORTH. This is an appropriation to back up the allowances provided elsewhere for Members on their telephone calls and telegrams. It is strictly a backup item.

If you have run out of telephone or telegram quotas and have incurred some out-of-pocket expenses you may submit them for reimbursement at the end of the year in an amount not exceeding $150.

Senator PEARSON. That stationery amount assumes every Member will use his entire allotment and we have changed the law.

Mr. BRENKWORTH. The Senator has 30 days to submit a voucher for reimbursement of expenses for stationery incurred in his home State, and this will be paid to him. Whatever is left is withdrawn from the fund, and is deposited in the Treasury.

All Senators having a balance that is withdrawn will receive a letter from my office indicating the amount withdrawn, and the information showing the deposit in the Treasury, so that they will have a record of exactly what is happening.

CLARIFICATION OF SPECIFIC ALLOWANCES

Senator MONTOYA. Would you state as part of the record the specific allowances made to a Senator, and specify that there are no other disbursements made to a Senator beyond these allowances.

A lot of people think that because a Senator had an allocation subject to proper certification and appropriate disbursement for salaries in the amount of such and such a sum available to him to allocate as he wants to in salaries that he can get these sums himself, as well as stationery allowance, that it goes into his pocket.

Will you include a clarifying explanation of these items in the record?

Mr. BRENKWORTH. Certainly. A table has already been prepared which indicates all the allowances.

I can assure the chairman that this point——

Senator MONTOYA. I think this stems from the fact that when somebody is running against a Member of Congress, that he brings out all these things, and never bothers to explain away the implications, and I think clarifying it on the record would perform a great service.

Mr. BRENKWORTH. I can say that no Senator can receive any money allocated to him for clerk hire. It is paid to the person he places on the payroll. That is No. 1. He cannot use the money for anything else. If the person hasn't been appointed, the money reverts to the Treasury.

We have a report published semiannually which indicates the payees in all instances. I think this report itself refutes any claims that Senators are getting money and doing anything else with it, because it definitely indicates exactly where the money is going, to whom, how much, and what for.

(The information follows:)

Most of the allowances are furnished in kind. Stationery, postage, telephone calls, telegrams, office rent in the State and clerk hire are all allowances which are not given to the Senator directly but are furnished to him on his order or request. The remaining allowances are reimbursements to him of expenses he has incurred. The expenditure is made by him and subsequently reimbursed to him. This is clearly indicated in the Report of the Secretary of the Senate which is published twice a year.

PAY ALLOWANCE: REVERSION TO TREASURY

Senator MONTOYA. I know that there are quite a few Senators who do not use all of their pay allowance for clerical help, and that reverts back.

Mr. BRENKWORTH. If it has not been allocated to an individual, it reverts to the Treasury, and cannot be used for any other purpose.

Senator MONTOYA. I have sent money back to the Treasury out of my allowance every year that I have been here.

Mr. BRENKWORTH. That is correct. I have provided you with that information.

OFFICE MACHINES, PROPERTY OF SENATE

Senator PEARSON. Speaking of an office machine, that is still the property of the Senate.

Mr. BRENKWORTH. Yes, and it is in your custody and control while you are in the Senate. If you leave the Senate, it stays.

Senator YOUNG. That raises a question with me. I believe I have an old typewriter, 15 or 20 years old, someplace in North Dakota. Is it still charged to me?

Mr. BRENKWORTH. Yes, sir. It may be considered an antique now.

Senator MONTOYA. You may proceed.

OFFICE OF LEGISLATIVE COUNSEL

Mr. BRENKWORTH. We have two other items as Senate items. The first is the Office of the Legislative Counsel, an increase of $10,015.

This is the pay increase cost once again.

PAYMENT TO WIDOW OF HON. E. L. BARTLETT

Senator YOUNG. Why was there this delay in paying Mrs. Bartlett?

Mr. BRENKWORTH. The second supplemental was delayed. As a matter of fact, the President didn't sign it until the 22d of July.

As soon as I get the money, I will pay her. We have sent her a voucher.

Senator YOUNG. Did he pass away before the salary increase?

Mr. BRENKWORTH. Yes, sir.

Senator MONTOYA. Why do you say it was in the second supplemental, and then it appears here now as an item?

Mr. BRENKWORTH. As a minus item. It is $30,000 less for 1970.

Senator MONTOYA. Yes. All right.

JOINT ITEMS

JOINT COMMITTEE ON REDUCTION OF FEDERAL EXPENDITURES

Mr. BRENKWORTH. Page 2 of table 1, these are items 26 through 30, which are disbursed by the Secretary of the Senate and estimated by the Senate.

On item 26, the Joint Committee on Reduction of Federal Expenditures, which is chaired by Congressman Mahon, who requested in

writing that a $90,000 estimate be submitted for his committee and it was, for an increase of $35,000.

JOINT ECONOMIC COMMITTEE

Item 27, the "Joint Economic Committee."

Senator MONTOYA. Just a minute. At the point with respect to the previous item, with respect to item 27, I would like to insert in the record a communication from Senator Proxmire urging the additional allowance.

(The letter follows:)

CONGRESS OF THE UNITED STATES,
JOINT ECONOMIC COMMITTEE,
Washington, D.C., May 12, 1969.

HON. JOSEPH M. MONTOYA,
Chairman, Subcommittee on Legislative Branch Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

Dear Mr. CHAIRMAN: In its budgetary request for fiscal year 1970, the Joint Economic Committee has asked for two new positions. I want to let you know personally that all the senior members of the Committee agreed unanimously on the importance of our adding to the staff.

If possible, I would appreciate an opportunity to come before your Subcommittee and discuss briefly our personnel needs and our program plans.

With best wishes and kind regards.

Sincerely,

WILLIAM PROXMIRE,
Vice Chairman.

CONGRESS OF THE UNITED STATES,
JOINT ECONOMIC COMMITTEE,
Washington, D.C., May 6, 1969.

Hon. JOSEPH M. MONTOYA,
Chairman, Subcommittee on Legislative Branch Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Enclosed are the customary schedules and explanatory statement in support of the Joint Economic Committee's budget request for fiscal year 1970. The attached justification describes briefly the studies planned by the Committee and its Subcommittees for the coming year.

We shall, of course, be happy to supply any additional data that your Subcommittee may need.

This material is also being submitted to the House Appropriations Committee in response to their request.

Sincerely,

WRIGHT PATMAN, *Chairman.*

JOINT ECONOMIC COMMITTEE FISCAL 1970 BUDGET JUSTIFICATION

The Joint Economic Committee's budget request for fiscal year 1970 is $494,449. This figure is based on adding two professional economists to the Committee staff, one for the majority and one for the minority. The added cost of the 2 staff, plus overhead expenses, is $49,993. Continuation of the existing level of activity with present staffing would require $444,456.

The Committee is charged by law with reporting to the Congress on all matters of importance in respect to attaining high employment and economic stability. It is our experience that the number of issues grows, as does the necessary fact finding. The Committee now has 8 subcommittees and, as is indicated below, plans to undertake a number of economic studies all of which have been carefully reviewed and deemed high in terms of priority.

Expenditures for the current year are running below the 1969 appropriation of $417,150. This is because of temporary openings in the staff complement. The senior economist retired and we have finally recruited a replacement, but there was a lapse of 4 months. Similarly, the minority economist was on leave

of absence in the early part of the year and then resigned to take an administration post. This position, too, has remained open pending recruitment of an appropriate substitute. These vacancies reduced the payroll temporarily, with the result that our fiscal 1969 expenditures will be somewhat less than the full appropriation. The Committee is now on a fully staffed basis and we do not expect the 1970 expenditures to fall below the amount requested, unless there are vacancies not now foreseen.

The Committee has always followed a policy of great care in assuring the high quality of our personnel and in conserving funds. Unless maximum use of funds is assured, it has always been our practice to return the monies. At the same time, the requested appropriation which is based on a modest increase in our present level of operations is deemed the minimum necessary one by the Committee.

The Committee has already held its annual hearings on the President's Economic Report and submitted its Economic Report to the Congress on April 1. There are a great number of important economic issues that are called to the Committee's attention. From those, we have chosen the projects which seem most urgently in need of study. Several will be undertaken by the full Committee but the great majority will be taken up by each of our 8 subcommittees. Among the full Committee undertakings are a study and hearings on national goals and expenditure priorities; a mid-year review of the budget and economic program; hearings on fiscal and monetary policy and their interrelation; and a compendium and hearings on the financing of higher education.

Among our subcommittee projects are the continuation of our work on municipal facilities and their financing. The Committee's extensive work in this subject area led to one of the current proposals for aiding the city and local governments through providing direct interest subsidies in place of tax exemption in order to make it possible for them to meet their borrowing requirements. Other projects are: a study of rural poverty; publication of a compendium to be followed by hearings on the economic analysis of public expenditures; continuation of our examination of military procurement and its implications for the economy; and continuation of our work on revenue sharing, pensions, and income maintenance programs.

In the international area there will be a continuing review of current issues in international trade; updating of our two compendiums on the economies of Soviet Russia and Mainland China; a new study of the current economic developments in the satellite countries of Eastern Europe; a staff study and hearings on the relations between international financial reserves and financial assistance to developing countries; a compendium on the international adjustment mechanism for balancing payments among countries; a study of the role of thrift institutions in Latin American development; and a study of common market formation in Latin America.

In urban affairs we have just completed a staff study of industrialized building in foreign countries, particularly Soviet Russia; the subcommittee is now preparing a compendium on existing procedures for setting urban goals. The work of our statistics subcommittee continues on a number of aspects of statistical needs for public policy. Some time will be spent on reviewing existing programs, including the census.

It is always the case that the committee is asked to undertake projects during the year that are not originally included in the study program. This is particularly likely this year in view of the ascendency of a number of difficult and major economic issues, both domestic and international. The Committee has always been ready to undertake needed studies on short notice in fulfillment of its responsibilities to report to the Congress on economic matters of significance. One illustration is the study of education in the field of economics which was undertaken pursuant to Congressional resolution.

In view of the heavy prospective workload in the economic policy field, the Committee is strongly of the opinion that our request is the minimum amount needed to do the job effectively and carry out its responsibilities. The budget has been carefully reviewed by the Committee and all possible savings have been made where possible. To a considerable extent, the Committee utilizes part-time consultants to work with staff rather than expand the staff. In addition, we always endeavor to make use of the Library of Congress, the Federal agencies, and the universities.

JOINT ECONOMIC COMMITTEE.—EXPENDITURES: ACTUAL FISCAL YEAR 1968 AND ESTIMATED FISCAL YEAR 1969 AND FISCAL YEAR 1970

	Fiscal 1968 actual $413,265		Fiscal 1969 estimate $417,150		Fiscal 1970 estimate $494,449	
	Number	Total salary	Number	Total salary	Number	Total salary
Executive director	1	25,298	1	27,528	1	28,457
Director of research	1	24,170	1	25,870	1	25,870
Economists	4	79,391	5	102,949	6	130,544
Minority economists	1	20,822	.....	.....	2	45,571
Editorial assistant	.....	.....	1	6,539	1	18,109
Administrative clerk	1	15,998	1	17,114	1	17,114
Financial clerk	1	13,570	1	14,859	1	15,522
Assistant to director of research	1	12,273	1	13,134	1	13,134
Publications clerk	1	11,477	1	12,338	1	12,338
Research economist	.....	.....	1	10,149	1	10,149
Research assistant	3	20,587	1	8,718	1	10,149
Research assistant to minority	1	8,436	1	10,381	1	11,542
Secretaries	5	47,974	6	57,686	6	61,690
Receptionist-secretary	1	6,693	1	6,846	1	7,164
Messenger	1	5,016	1	1,417	1	1,990
Total	22	291,705	23	315,528	26	409,343
Agency contributions	.....	18,680	.....	25,970	.....	31,113
Reimbursable loans, when actually employed, contract, and temporary employees	.....	27,760	.....	22,000	.....	21,000
Total salaries	.....	338,145	.....	363,498	.....	461,456
Expenses for hearings	.....	21,054	.....	25,000	.....	25,000
Miscellaneous and contingent expenses	.....	8,106	.....	7,993	.....	7,993
Total	.....	367,305	.....	396,491	.....	494,449

1969 Appropriation and 1970 Budget Request

Mr. Brenkworth. The figure here is $441,165, and this does not include the request of the Joint Economic Committee for a further increase.

The estimate is $10,515 over the 1969 appropriation, and this is for increased pay costs.

Joint Committee on Atomic Energy

Item No. 28, "Joint Committee on Atomic Energy," plus $1,990, an increased pay cost once again.

Joint Committee on Printing

Item No. 29, "Joint Committee on Printing," an increase of $1,990, and the full-year revisions of the pay cost.

Joint Committee on Inaugural Ceremony

Item No. 20, "Joint Committee on Inaugural Ceremony," 1969, a reduction of $400,000, so that we have a net reduction in Senate joint items of $350,505.

Joint Items Justifications

The Chairman, with reference to the joint items disbursed by the clerk of the House of Representatives, I would ask your permission to include in the record the justification for the Joint Committee on Internal Revenue Taxation, Joint Committee on Defense Production, medical supplies for the Office of the Attending Physician, general expenses of the Capitol Police, Capitol Police Board, in the amounts shown there.

Education of pages and official mail cost. Those amounts are shown.

Senator MONTOYA. Yes, you may do so. It will be made a part of the record.

(The justification follows:)

CONTINGENT EXPENSES OF THE HOUSE

JOINT COMMITTEE ON INTERNAL REVENUE TAXATION

For salaries and expenses of the Joint Committee on Internal Revenue Taxation, [$531,905] *$597,650.*

	1968 actual	1969 actual	1970 estimate
Appropriation	$480,000	$531,905	$597,650
Supplemental	16,200		
Total	469,200	531,905	597,650

	Total salary as of June 30, 1968	Total salary as of Apr. 30, 1969	Total salary
Chief of Staff (1)	$28,737	$29,500	$40,000
Assistant Chief of Staff (1)	27,299	28,000	30,302
Legislative counsel (1)	24,515	27,205	27,205
Refund counsel (1)	24,604	27,191	27,190
Statistical analyst (1)	23,142	25,706	25,706
Economist (1)	24,658	0	0
Statistical analyst (1)	22,036	0	0
Administrative assistant (1)	18,298	20,013	20,102
Refund attorney (1)	18,018	20,013	20,012
Legislation attorney (1)	16,702	19,011	19,011
Do	15,981	17,512	17,512
Statistical clerk (1)	15,430	16,702	16,702
Do	15,430	16,702	16,702
Legislation attorney (1)	15,981	0	0
Assistant legislation counsel (1)	15,981	19,512	19,512
Refund attorney (1)	11,543	0	0
Economic assistant	11,005	0	13,209
Secretary legislation (1)	10,789	12,005	12,005
Refund attorney (1)	9,252	12,005	12,005
Secretary, refund (1)	8,825	9,906	9,906
Secretary, legislation (1)	8,587	9,468	9,469
Do	8,985	9,822	9,822
Do	7,303	8,012	7,731
Do	8,005	9,005	9,005
Do	2,987	0	6,500
Legislation attorney (1)	9,012	11,007	11,007
Do	6,452	6,830	6,830
Economic assistant (1)	6,177	13,079	13,080
Secretary, legislation (1)	6,885	7,495	7,495
Do	6,596	7,190	7,190
Do	6,004	6,525	6,525
Do	7,543	8,613	8,614
Legislation attorney (1)	17,004	19,011	19,001
Do	0	0	0
Economist (1)	0	20,013	19,472
Legislation attorney (1)	0	5,003	0
Economist (1)	0	0	20,012
Statistical analyst (1)	0	20,013	20,012
Legislation attorney (1)	0	0	20,012
Do	0	0	30,000
Do	0	0	20,000
Total salaries	458,926	462,070	578,778
Miscellaneous and contingent expenses	7,449	12,500	12,500
Amount required for salary adjustments and promotions	29,825	57,335	6,372
Total	496,200	531,905	597,650

JOINT COMMITTEE ON DEFENSE PRODUCTION

For salaries and expenses of the Joint Committee on Defense Production as authorized by the Defense Production Act of 1950, as amended, [$91,370] *$107,950.*

[For an additional amount for "Joint Committee on Defense Production", $8,630.]

JOINT COMMITTEE ON DEFENSE PRODUCTION

	1968 actual		1969 estimate		1970 estimate	
	Number [1]	Total salary	Number [2]	Total salary	Number	Total salary
Appropriation or estimate		$87,435		$91,370		$107,950
Supplemental		2,955		8,630		
Pending supplemental				7,950		
Total		90,390		107,950		107,950
Clerk and counsel	1	22,937.64	1	25,116.68	1	25,116.68
General Counsel			1	24,678.09	1	24,678.09
Professional staff	1	21,504.48				
Do	1	20,896.32	1	17,099.93	1	17,099.93
Do	1	15,981.24	1	13,957.48	1	13,957.48
Secretary	1	8,362.08	1	8,851.28	1	8,851.28
Total, salaries		89,681.76		89,703.46		89,703.46
Miscellaneous and contingent expenses		708.24		18,246.54		18,246.54
Total	5	90,390.00	5	107,950.00	5	107,950.00

[1] As of Feb. 29, 1968.
[2] As of Apr. 30, 1969.

For other joint items, as follows:

OFFICE OF THE ATTENDING PHYSICIAN

For medical supplies, equipment, and contingent expenses of the emergency rooms, and for the attending physician and his assistants, including (1) an allowance of two hundred fifty dollars per month to the attending physician; (2) an allowance of one hundred fifty dollars per month each to three medical officers while on duty in the attending physician's office; and (3) an allowance of one hundred fifty dollars per month each to not to exceed eight assistants on the basis heretofore provided for such assistants, [$56,000: *Provided*, That the unexpended balance of the appropriation under this head for the fiscal year 1968 shall be merged with this appropriation] *$61,800*.

	1968 actual	1969 estimate	1970 estimate
Appropriation or estimate	$130,000	$56,000	$61,800
From fiscal year 1968		[1] 71,013	
Total	130,000	127,013	61,800
DISTRIBUTION BY PURPOSES			
Allowances for:			
Attending physician	3,000	3,000	3,000
2 medical officers	3,600		
3 medical officers		5,400	5,400
8 assistants	14,400	14,400	14,400
Medical supplies, equipment, and contingent expenses	[1] 109,000	104,213	39,000
Total	130,000	127,013	61,800

[1] $77,012.75 to be transferred from fiscal year 1968 to fiscal year 1969, pursuant to Public Law 90-417, approved July 23, 1968.

CAPITOL POLICE

GENERAL EXPENSES

For purchasing and supplying uniforms; the purchase, maintenance, and repair of police motor vehicles, including two way police radio equipment; contingent expenses, including $25 per month for extra services performed for the Capitol Police Board by such member of the staff of the Sergeant at Arms of the Senate or the House, as may be designated by the Chairman of the Board; [$100,000] *$136,000*.

MAY 5, 1969.

Hon. GEORGE W. ANDREWS,
Chairman, Subcommittee on Legislative Appropriations, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Attached please find letter from Chief Powell, U.S. Capitol Police, recommending certain changes in the appropriations under the heading, U.S. Capitol Police Board.

I am in accordance with this recommendation and will greatly appreciate the Committee's consideration.

Sincerely,

ZEAKE W. JOHNSON, Jr.,
Sergeant at Arms.

MAY 1, 1969.

Hon. ZEAKE W. JOHNSON, Jr.,
Sergeant at Arms, United States House of Representatives, Washington, D.C.

DEAR MR. JOHNSON: I wish to call your attention to a certain section of Public Law 90–417, dealing with the section headed CAPITOL POLICE BOARD, which begins on page 8.

Section (2) on page 9 now reads as follows:

"(2) to pay the two acting captains detailed under the authority of this paragraph and serving as assistants to the Chief of the Capitol Police, the salary of the rank of inspector and such increases in basic compensation as may be subsequently provided by law so long as these positions are held by the present incumbents."

I recommend that this section (2) be amended to read as follows:

"(2) to pay the two acting inspectors detailed under the authority of this paragraph and serving as assistants of the Chief of the Capitol Police, the salary of the rank of inspector plus $1,625 nad such increases of basic compensation as may be subsequently provided by law so long as these positions are held by the present incumbents."

The reason for the recommended amendment is twofold.

First: The two officials affected are in fact serving as assistants to the Chief of the Capitol Police and are assigned in the rank of inspectors. The change would merely eliminate an unnecessary reference to their previous ranks of captain.

Second: Due to a miscalculation on interpretation of the language of section (2) in P.L. 90–417 the salaries of the two officials were set at only $15,994, which is $18 less than these two officials would have made had they not been promoted to the positions they now hold and which carry additional responsibility. The proposed amendment would increase their annual salaries to $17,619, which is more in line with the responsibilities of the two top assistant supervisors of the Capitol Police.

I respectfully submit this suggestion for your consideration and that of the Capitol Police Board for appropriate submission to the Legislative Appropriations Subcommittee.

Sincerely,

JAMES M. POWELL,
Chief, United States Capitol Police.

EDUCATION OF PAGES

For education of congressional pages and pages of the Supreme Court, pursuant to section 243 of the Legislative Reorganization Act, 1946, [$94,579] *$112,307*, which amount shall be advanced and credited to the applicable appropriation of the District of Columbia, and the Board of Education of the District of Columbia is hereby authorized to employ such personnel for the education of pages as may be required and to pay compensation for such services in accordance with such rates of compensation as the Board of Education may prescribe.

[For an additional amonut for "Education of pages", $18,581.]

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF GENERAL RESEARCH, BUDGET, AND LEGISLATION,
Washington, D.C., September 12, 1968.

Mr. W. PAT JENNINGS,
Clerk, U.S. House of Representatives,
Washington, D.C.

DEAR MR. ROBERTS: On June 17, 1968 I sent to Mr. Ralph Roberts an estimate of the funds needed for Capitol Page School for the school years 1967–68 and 1968–69. These increases reflected salary increases for both teachers and classified employees, as well as corresponding personal benefits. The total budget estimate for 1968–69 was $111,928, an increase of $18,202.

With the increase in Federal Employees' Health Insurance the estimate for Capitol Page School for FY 1970 is $112,307, an increase of $379.

The increase of $379 will be distributed as follows:

Personal benefits	
Group life insurance	$40
Group health insurance	320
Civil service retirement	17
Social security insurance	2
Total increase	379

Sincerely yours,

JOSEPH M. CARROLL,
Associate Superintendent.

ESTIMATED AMOUNT REQUESTED FOR THE EDUCATION OF CONGRESSIONAL PAGES AND PAGES OF THE SUPREME COURT FOR THE 1969–70 SCHOOL YEAR

10 PERSONAL SERVICES AND BENEFITS

11	Personnel compensation:	
	1 principal, class 6C	$17,700
	2 teachers, class 15B	25,480
	2 teachers, class 15C	26,180
	2 teachers, class 15D	26,880
	1 clerk-stenographer, GS–5	6,910
	1 physical education teacher, temporary	867
	Substitute teachers	2,100
	Custodial service (overtime for evening athletic contests)	50
12	Personal benefits:	
	Group life insurance	443
	Group health insurance	1,176
	Civil service retirement fund	447
	Social security insurance	133
	Total, personal services and benefits	108,366

20 CONTRACTUAL SERVICES AND SUPPLIES

21	Travel and transportation of persons: Transportation of Athletic teams	$250
23	Rent, communications, and utilities: Postage	66
25	Other services:	
	Repair of other equipment	25
	Cleaning and repair of athletic apparel	50
	Fees for officiating at school games	150
26	Supplies and materials:	
	Magazines and periodicals	125
	Instructional supplies and materials	450
	Live specimens	50
	Athletic apparel and accessories	100
	Total, contractual services and supplies	1,266

30 ACQUISITION OF CAPITAL ASSETS

32 Equipment:	
Textbooks	$775
Library books	200
Office and classroom equipment	1,700
Total, acquisition of capital assets	2,675
Total estimates for 1969	112,307

OFFICIAL MAIL COSTS

For expense necessary under section 2 of Public Law 286, Eighty-third Congress, [$9,473,000] *$10,161,000*, to be available immediately.

The foregoing amounts under "other joint items" shall be disbursed by the Clerk of the House.

CONGRESSIONAL MAILINGS

[Millions of pieces]

Fiscal years	Franked mail		Congressional mailings by Government Printing Office	
	Pieces	Percent of increase or decrease (−)	Pieces	Percent of increase or decrease (−)
1954	43.5		(1)	
1955	45.6	4.8	6.4	
1956	58.2	27.7	5.3	−17.2
1957	59.6	2.4	5.4	1.9
1958	65.4	9.8	6.2	14.8
1959	85.5	30.6	6.0	−3.2
1960	108.0	26.4	7.2	20.0
1961	85.1	−21.3	5.9	−18.1
1962	110.1	29.6	7.4	25.4
1963 (P.O. letter 2/18/64)	94.7	−14.1	6.0	−5.7
1964 (P.O. letter 3/12/65)	119.5	+26.1	10.1	+73.5
1965 (P.O. letter 3/7/66)	120.9	+1.2	9.7	−4.0
1966 (P.O. letter 3/3/67)	197.5	+63.3	10.3	+6.2
1967 (P.O. letter 3/20/68)	192.9	−2.3	9.8	−4.8
1968 (P.O. letter 3/6/69)	178.2	−7.6	12.5	+27.5

[1] Not available.

OFFICIAL MAIL UNIT COSTS

	Franked mail (unit cost)	Congressiona mailings by GPO (unit cost)
1964	$0.0483	$0.0732
1965	.0537	.0774
1966	.0388	.0827
1967	.0445	.0887
1968	.0508	.0880

POST OFFICE DEPARTMENT,
ASSISTANT POSTMASTER GENERAL,
BUREAU OF FINANCE AND ADMINISTRATION,
Washington, D.C., March 6, 1969.

Hon. W. PAT JENNINGS,
Clerk, U.S. House of Representatives,
Washington, D.C.

DEAR MR. JENNINGS: This refers to Mr. Nicholson's letter of September 12, 1968, concerning the amount that should be included in the budget estimates for the House of Representatives for Fiscal Year 1970 to reimburse the Post Office Department for the cost of franked mail.

Final volume and cost figures for 1968 have been completed. The volume data are as follows:

CONGRESSIONAL MAILINGS

[Millions of pieces]

	Franked mail		Congressional mailings by Government Printing Office	
	Pieces	Percent of decrease from 1967	Pieces	Percent of increase
Fiscal year 1968	178.2	7.6	12.5	27.5

The cost of handling the franked mail volume from Members of Congress was $9,060,000 and the cost of the Congressional mailings for Members of Congress was $1,101,000 for a total of $10,161,000. The increase in amount over the previous year is due to an unprecedented number of Congressional Records mailed. There were 2,493,285 more mailings than the year before because of the increased number of daily issues necessary due to the additional days that the Congress was in session. This accounts for an increase of $219,000 over the previous year and the balance of the increase of $469,000, or 4.9 percent of the increase, is due to salary and other increased allocated costs.

In accordance with established practice, the amount to be included in the appropriation for 1970 is $10,161,000 with the funds to be immediately available so that they can be credited to postal revenues in fiscal year 1969.

Sincerely yours,

J. W. HARGROVE,
Assistant Postmaster General.

OFFICIAL MAIL COST

	Franked mail unit cost	Congressiona mailings unit cost
1964	$0.0483	$0.0732
1965	.0537	.0774
1966	.0388	.0827
1967	.0445	.0887
1968	.0508	.0880

CAPITOL POLICE BOARD, AND CAPITOL POLICE GENERAL EXPENSES

Senator MONTOYA. With respect to the Capitol Police general expenses in the sum of $136,000, and the Capitol Police Board $909,936, what is this item?

Mr. BRENKWORTH. Senator, I can't answer that question, since these are House disbursed, and the estimates were submitted by the Clerk of the House. The justifications I furnished were supplied by the Clerk, and how he arrived at the figures, I don't know.

Senator MONTOYA. Do you have an explanation of it?

Mr. SCOTT. Yes. Item No. 34 is for supplies and equipment and for gasoline and maintenance of scout cars et cetera, and item No. 35, the $909,000 is for transfer to the Metropolitan Police Department, to reimburse the Metropolitan Police Department for their detail of officers to the Capitol.

Senator MONTOYA. Would you obtain a more thorough explanation for the record on those two items?

Mr. SCOTT. Yes, sir.

(The information follows:)

CAPITOL POLICE

GENERAL EXPENSES

For purchasing and supplying uniforms; the purchase, maintenance, and repair of police motor vehicles, including two way police radio equipment; contingent expenses, including $25 per month for extra services performed for the Capitol Police Board by such member of the staff of the Sergeant at Arms of the Senate or the House, as may be designated by the Chairman of the Board: [$100,000] *$136,000.*

[For an additional amount for "General expenses", $34,000.]

NOTE.—See 40 U.S.C. 210–211.

ESTIMATES		APPROPRIATIONS	
1960	$36,700	1960	$36,700
1961	36,700	1961	36,700
1962	36,700	1962	36,700
1963	36,700	1963	36,700
1964	36,700	1964	36,700
1965	36,700	1965	36,700
1966	50,000	1966	50,000
1967	50,000	1967	95,500
1968	75,000	1968	96,758
1969	102,837	1969	134,000
1970	136,000		

	1968 actual	1969 estimate	1970 estimate
Appropriation or estimate	$96,758	$134,000	$136,000
DISTRIBUTION BY OBJECT			
1. Office supplies	300	400	750
2. Laundry and drycleaning	16,978	24,123	27,800
3. Communications	15,767	10,200	11,750
4. Purchase of, repairs to, gasoline for, and maintenance of scout cars	5,250	11,600	11,600
5. Allowance for Secretary of Police Board	300	300	300
6. Equipment and purchase of, repairs to, and alterations of uniforms	58,163	86,377	80,800
7. Miscellaneous and contingencies		1,000	3,000
Total	96,758	134,000	136,000

CAPITOL POLICE BOARD

To enable the Capitol Police Board to provide additional protection for the Capitol Buildings and Grounds, including the Senate and House Office Buildings and the Capitol Power Plant, [$900,000] *$909,936.* Such sum shall be expended only for payment of salaries and other expenses of personnel detailed from the Metropolitan Police of the District of Columbia, and the Commissioner of the District of Columbia is authorized and directed to make such details upon the request of the Board. * * *

PREPARATION OF STATEMENT OF APPROPRIATIONS

Mr. BRENKWORTH. On item 38, "Preparation of statement of appropriations," this is an item estimated by the House but disbursed one-half by the Senate and one-half by the House. The $6,500 for the Senate is disbursed upon order of the chairman of this committee.

Senator MONTOYA. Any questions?

Senator PEARSON. No questions.

Senator YOUNG. No questions.

Senator MONTOYA. Thank you, sir.

SUBCOMMITTEE RECESSES

We stand recessed, subject to the call of the Chair.

(Whereupon, at 11:45 a.m., Friday, August 1, the subcommittee was recessed, to reconvene at the call of the Chair.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1970

WEDNESDAY, AUGUST 6, 1969

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10:30 a.m., in room 1223, New Senate Office Building, Hon. Joseph M. Montoya (chairman) presiding.

Present: Senators Montoya, Proxmire, Pearson, and Cotton.

U.S. SENATE

STATEMENT OF HON. EVERETT McKINLEY DIRKSEN, U.S. SENATOR FROM ILLINOIS

MEMBER PERSONNEL INCREASE: STATE POPULATIONS

Senator MONTOYA. The subcommittee will be in order.

We have with us this morning one of our distinguished colleagues whose testimony we are most interested in hearing, and we would certainly give you the floor right now, Senator Dirksen, so you can present whatever you wish to the committee.

Senator DIRKSEN. There are a number of things. One is clerk-hire for Senators. I think they ought to be increased. I don't quarrel about the clerk-hire for Members of the Senate regardless of the size of the States. But you know clerk-hire has to be dimensioned in terms of people that you have to serve.

You take Illinois. We have in excess of 11 million people. California has 16 million. Alaska has 272,000. But you can imagine the surge of mail that you get, and yet it has to be processed and particularly when it contains departmental business.

My gang is on it all of the time and their hours are very long. The House has raised the number of personnel over there. They took themselves another one only a few weeks ago.

Senator MONTOYA. And they got another one about a year ago.

Senator DIRKSEN. That is right. It would occur to me that, if you left it stand where it is, or if you want to add one to the small States I have no objection, but I think the larger States ought to have at least two, because I need them.

If it weren't for the staff people that I have on these committees by virtue of seniority, I would be in a fix.

SALARY RANGE

Senator MONTOYA. How much clerk-hire dollarwise would you ask for?

Senator DIRKSEN. I would put it at pretty nearly the top level.

Senator MONTOYA. What do you mean by that?

Senator DIRKSEN. Well, it wouldn't be as much as an administrative assistant, but I would put it up substantially.

Senator PEARSON. Would you say $25,000?

Senator DIRKSEN. I wouldn't put it that high, but you are going to compete in a very competitive market. The professional shops here are just raising cain constantly that the salaries are reasonably high up here and they have a hard time getting personnel of comparable competence. Now, in our case, you have to have them if you are going to process the public business.

So, I think the first suggestion I would make is that pay allowance certainly for the larger States be increased so that we would have at least two more people. I am getting a little ashamed of the way I work these people and keep them going early and late.

Some of them work on Saturdays. But I have no choice in the matter. That is the first item.

Now, there is this question of travel.

MEMBER SENIORITY AND RESPONSIBILITIES

Senator PEARSON. Would the Chairman yield? There is really another dimension besides the size of the State. It is the responsibility of the Senator, too.

Senator DIRKSEN. That is right.

Senator PEARSON. When you have a Senator, like Senator Cotton, who is the ranking member of Commerce, or yourself, it is not just the number of people you have there, but the number of committees you have to cover, and a number of other duties that you have.

MINORITY DEMANDS

Senator DIRKSEN. I can give you still another dimension. It probably hasn't readily appealed to Members of the Senate, but you see there are 16 States where the minority has no representation in the Senate, so what do they do? They make a line to my office, and they call on the telephone early and late. That is day and night, and all hours of the morning.

If they can awaken me and get me to a telephone.

But you would be surprised at the number of people from the 50 States of the Union that open their door every day.

Senator MONTOYA. You belong to America and not Illinois, Senator.

WORKLOAD

Senator DIRKSEN. There is another dimension that enters into this picture and it adds furiously to your workload. I take loads of it home every night, and I hit the deck at 5:30 in the morning. I don't brag about it.

Those are country hours that I have always kept. But the minute I do and get a slug of cold coffee, I am sitting at a desk, and that is when my day begins. I need some more help.

TRAVEL ALLOWANCES

Now, the second item is travel. I think there are six trips allowed to the home State. The House now allows 12. Well, it is not a personal matter with me for a very good reason. I am not happy to say it, Mr. Chairman, but the fact is I have not been in my home State since election day, not once. So, you see 9 months have gone by. So, I don't utilize this travel.

But I think of those who do. I think, for instance, of the Senator from California, whose wife has been ill, and he has to go out a good deal and that is a long journey, of course.

Senator MONTOYA. I have been to New Mexico every weekend since January except three.

Senator PEARSON. I have been to Kansas 17 times so far.

Senator DIRKSEN. Now, the House Members serve modest size constituencies and you serve a whole State. Obviously you are expected to be back there and provision ought to be made. I know of no good reason why the Senate ought not to be elevated to the House level so far as travel is concerned.

STATIONERY ALLOWANCES

Now, on the stationery account, I think it is the same for all States. I would have to ask Mr. Scott.

Mr. SCOTT. It is the same, $3,000; and for each Member of the House it is $3,000.

Senator DIRKSEN. Considering the volume of mail that hits us and what we need in order to process it, that ought to be doubled for every Senator, and maybe it ought to be increased by even more so far as the large States are concerned.

INCLUSION OF OTHER PAPER

Then I think it is the custom now, under stationery practices to charge carbon paper and tissue and robo paper and continuous run paper all to the stationery account and not to the paper account.

So, it would help some if that were transferred to the paper account rather than the stationery account.

SUGGESTED PAPER ALLOWANCES IN LIEU OF FUNDS

Senator MONTOYA. What do you think of a method whereby the Senators would be allocated paper instead of dollars and cents to purchase stationery and other paper needs?

Senator DIRKSEN. It would be better. I think it would be better. You remember your problems on paper, Senator, when you used to come and try to find paper because you just didn't have enough to take care of your needs.

Well, I guess at one time, when I was getting out a newsletter and it got out of hand and it got into other States besides my own, and I stopped it. I can imagine what that paper demand is really like. If it was put on an allocation basis that took care of these needs in terms of size, it probably would be better than the system we follow now.

Senator MONTOYA. The committee has been talking about this, Sen-

ator, and we hope we can arrive at some suitable approach to this problem.

Senator COTTON. Excuse me, Mr. Chairman. It never was quite clear to me. My problem, as you know, has been with offset printing paper for reports to constituents. You helped me on it, but I never could quite understand and perhaps the clerk knows. But apparently, we didn't have anything to do with this allowance. That was determined by the chairman of the Appropriations Committee, wasn't it?

Mr. SCOTT. I think it was the chairman of the Joint Committee on Printing, who is the same individual, Senator Hayden. He was chairman of this committee, too, but it was in his capacity with the other committee.

Senator COTTON. You gave us some relief on that. I mean you obtained some relief for which I am grateful. It didn't take care of the envelopes. As a matter of fact, my stationery allowance, due to the fact that I send out 100,000 reports even in my small State every 2 weeks, or twice a month—my stationery allowance was exhausted every year at the end of 3 months. The paper isn't such a problem now, but it still exhausts the allowance to get envelopes to put the paper in.

It would seem to me that the whole principle of allowing so much money, which a good many times isn't used up and it is then used for other purposes, subject to income tax, should be done away with. It would seem to me that any Senator should have all of the paper and envelopes that he needs to use because he isn't going to get them and sell them. Instead of increasing the allowance, we should give him all that he wanted or needed to use in dealing with constituents.

Of course, if it goes to the point that you are sending it all over the country that is something different.

However, there should be some way to take care of that.

FORMER ABUSES NOT NOW POSSIBLE

People talk about Senators saving their allowance and then cashing in on it and so on and so forth. I have never had that problem since I have been here.

Senator MONTOYA. They can't do it now.

Senator COTTON. I know, and that is a good thing, but they used to do it.

Senator DIRKSEN. Just to assess the need, and then supply the paper, quite aside from the dollar amount, and that can be washed out so. Obviously now there can't be any withdrawal of these funds.

I know how that practice obtained in the House years ago, and it was thoroughly abused as I do so well know. I knew it when I was on the House Appropriations Committee.

TELEPHONE ALLOWANCES

Now getting to the next item, that is telephone. I think that the telephone allowance for the largest State is only 50 percent greater than for the smaller State.

Now, it is a matter of people again. But I find a further complication is this: You would be surprised at the letters that hit my desk that have been on the road for 10 or 12 days because of the mail service,

and suddenly Mr. Gomien would say "This needs immediate attention," and I look at the date.

Here, probably, it is a departmental problem, whatever it is, and it can be extremely acute and you discover that the time has gone by.

So you see, if the time is close you have no chance to lob a letter to somebody. In that space of time, the one thing you can do is get them on the telephone and say, "Look, I need more detail before I can ask Agriculture, or Interior, or Labor what this is all about."

WATS Line

Senator Montoya. What about the WATS line now, Senator?

Senator Dirksen. I don't use it very much because I just phone around the clock whenever I have to.

Senator Montoya. There is a WATS line now that we are considering, and there has been a bipartisan recommendation that it be installed in the Senate. It will be on a 24-hour basis. You can call your district and the particular area, the particular region, involving more than one State, and in between on a direct call basis without it being charged to your telephone account.

Senator Dirksen. Does it cover all States? In my case, it would do me good.

Senator Montoya. It would cover the entire State.

Senator Dirksen. Well, I would have to think of it in terms of the 50 States, because of the calls we have to make.

Senator Pearson. It would cover all States between Washington, D.C., and Illinois; isn't that right, Mr. Chairman?

Senator Montoya. Yes, and in between.

Senator Pearson. So, you would have half of the United States and you would also forfeit half of your telephone allowance.

Senator Montoya. Illinois is here, and it would cover all of this area here.

Senator Dirksen. There is the rest of the middle west, of course.

Prior Effectiveness of Western Union Service

Senator Cotton. There is another point, if you will pardon me, that enters into this and strengthens your argument. In the old days when Western Union was able to operate more thoroughly, if you received a letter that had taken 6 or 8 or 10 days on the road, you could send an inexpensive telegram that the letter was received and it got to them.

Now Western Union, unless they can telephone or find somebody home to telephone your telegram, put it in an envelope and mail it to the recipient and it may take another 2 or 3 days.

So, we cannot take care of those situations by telegraph as we used to, which makes it even more imperative that we be permitted to take care of it by telephone.

Letter From Florida Father on Drafting of Son

Senator Dirksen. To give you a case in point, and certainly it is not a constituent of mine, but a father wrote me a long letter from Florida. He said the draft board wouldn't listen to their entry test, they had taken an appeal, and they were going to grab his youngster.

He was to go in on a given date and show up for induction, and the youngster was with VISTA, this voluntary group, and on duty out in Albuquerque.

They expected to have him there for a year. When I looked at the date, I discovered I got that letter just the day before the boy was to be inducted. So, what to do?

Well, of course, they get frantic about it. I called the father, and I called him at my own expense. I said,

> Now, you call your boy and you tell him I have called General Hershey to see whether or not under these circumstances, since he is in the service of one Government activity or project, whether they can't extend his time and give him a chance to get back to Florida to the draft board.

So, there is a call. You have to make it. There is no choice. Well, that sets that out pretty well.

STATE OFFICE ALLOWANCES

Now, on home-State office, I suppose the allowance is still $2,400, as I recall. Well, it doesn't make much difference in my case because we do have the new Federal building now in Chicago, and I have an office there. But I don't know that everybody is always so situated that he can walk into a Federal building and get quarters.

I know when I was a House Member we built a brand new Federal building in Peoria, and I made arrangements to have quarters there, and what happens?

The Home Economics Division of the Department of Agriculture moved in and they said, "We want this."

Well, just imagine a Member of Congress fussing with all of the ladies who are members of the Home Economics Division out there, particularly at election time. Why I was simply not about to do it.

So, I was cut. I had to rent privately. You don't rent very cheaply in this day and age because inflation has hit rents no less than it has other things.

Senator MONTOYA. This allowance has prevailed since 1957 that I know of.

Senator DIRKSEN. But there ought to be a good realistic look at it, I think.

PARKING FOR STAFF MEMBERS: AVAILABILITY OF LAND

Now a good many staff members have talked to me about parking space, but frankly, I don't know what we are going to do about staff parking space at this end of the Capitol. Because I have just looked around to see what is available to be sure we have purchased some property over here, I guess. We own this hotel property, the Carrol Arms. Do we own that?

Mr. SCOTT. No, sir; we do not own the Carroll Arms.

Senator MONTOYA. We own the Congressional Hotel and there has been a request made by the Rules Committee for $1,250,000 to purchase this apartment house next to the Senate Office Building.

Senator DIRKSEN. How many square feet are there?

Senator MONTOYA. I really don't know.

Senator DIRKSEN. I notice it because the public feels free to move in wherever there is a parking space. There were two people from distant

States parking this morning when I came up the drive leading to the Senate wing of the Capitol.

Senator MONTOYA. There are now 6,200 parking spaces, more or less, on both the House and Senate sides.

Senator DIRKSEN. But the House has done pretty well by itself, and we are in some difficulty here.

Senator MONTOYA. They have a 2-to-1 ratio.

Senator DIRKSEN. I wouldn't be a bit surprised. So, I just mention it as just another problem.

OFFICE EQUIPMENT

Then there is a question of office equipment.

Now, I think the practice is, you have to charge it to your stationery account if you want office equipment of the latest type.

Senator MONTOYA. You can also charge it, or pay it out of your salary account.

Senator DIRKSEN. That is right, but the surge of letters that you get, I don't know what my mail is, but I suppose it is running about 1,000 first-class letters a day.

Well, we need robo machines and we need other things. Should we have to pay that out of our salary account when it is in the pursuit of the public business?

MEMBER PERSONNEL: PER CAPITA ALLOWANCES

Now those are the items that I had chalked off here, but I want to go back to the personnel item once more, and maybe this has been elaborated in the hearings before. I was quite interested in this table and I have to assume that it is accurate. It shows all of the Senators and all of the expenditures for clerk hire of all kinds and the population of the State.

There are 16 Senators whose clerk-hire allowance runs less than 2 cents per capita. There are 13 Senators whose per capita is less than 3 cents. There are 14 Senators whose per capita is less than 4 cents. There are 10 Senators whose per capita is less than 5 cents. There are nine Senators where it is under 5 cents. There are eight Senators where it is under 8 cents.

At that point it goes up. It is 11 cents, 13 cents, 14 cents, 15 cents, 16 cents, 18 cents, 20 cents, 25 cents, 28 cents, 36 cents, 38 cents, and the highest was 53 cents per capita.

So you see, I am down among those who are low on the totem pole, so I get less than 2 cents per capita for clerk hire. But it runs to 53 cents.

Now, that ought to be adjusted because it is people that make clerk hire in this sense: They write—and you have to answer unless you want to ignore it—or they telephone, or they telegraph, or they come in. All of this business has to be processed, and to process it takes people. That is why I say to you that personnelwise we are not in good shape.

There ought to be a rather substantial change in this under those circumstances.

LEADER-WHIP INEQUITIES

Now, it is interesting how these inequitable rigidities creep into our whole structure, because I notice that both on the House side and on the Senate side, as between the minority and the majority leaders, the whips actually get more clerk hire than the leaders do. That is rather strange.

So, they are for your contemplation and reflection.

Senator MONTOYA. We appreciate your testifying before us, Senator, and we certainly will give some thought to these things that you have brought up.

Do you have any questions?

KEEPING FAITH WITH PRIOR PLEDGE: RULES COMMITTEE UNDERTAKING

Senator PEARSON. No, but I want to remind ourselves and make it a part of the record—and I talked to the chairman of the Rules Committee about this—that, when we labored and brought forth that so-called Ethics Code, and went through the machinations on the floor of the Yarborough amendment, we all really made a pledge to ourselves that we were going to review these allowances and come up with something realistic.

I think we ought to keep that pledge. There was a gray area there where we didn't know what to do, and didn't know how to do it, and we couldn't figure out anything that would meet the will of the Senate.

Everyone there at that time, you will recall all of the colloquy, among ourselves that we would do something about this. Now, I reminded the distinguished Senator from North Carolina of this two or three times. I don't think he is resistant, but also I don't think anything has been done.

POSSIBLE ACTION BY SUBCOMMITTEE: IMMEDIATE RELIEF FOR LARGER STATES

Senator MONTOYA. I think that would be the best thing to do. However, I personally will favor doing something about this through this committee if we can do it. I haven't talked to the other members.

Senator PEARSON. Maybe the chairman would like for us to do it.

Senator COTTON. I would just like to say to the distinguished Senator from Illinois, and I can say it with good grace because I come from one of the smaller States, that it would seem to me that I have heard from Senators from California, and from New York, and others, and we all know the pressure they are under, and the volume of their mail.

I don't know how the chairman would feel about it, but speaking only for myself, representing one of the smaller populated States, I don't frankly think my allowance is enough and I for one would raise no objection at all to doing something immediately to help the situation in the larger States.

Seriously, I noted you were very tactful in saying that if the larger States get two additional, the smaller States could have one. As far as I am personally concerned—and I may be unfair to others representing smaller States—I would gladly as an immediate relief do something for the larger States; and consider all of the other States afterwards, because I think that your problem—you have a particular problem as a floor leader, which I think should be handled separately—

but I mean just as a Senator from a larger State, I think, personally, that there should be some immediate relief to the larger States, but not to go any further at this time.

SURVEY OF MEMBER REQUIREMENTS: JOINT MEETING WITH RULES AND ETHICS COMMITTEES

Senator MONTOYA. I might state for the benefit of the committee and the Senator from Illinois, that when I took over the chairmanship of this committee I asked the staff to write each Senator so that we would have a communication from each Senator with respect to the additional needs that he might require.

We have the results of the survey here in printed form. It indicates the priorities assigned to the additional needs.

After this dialog, I think it would be propitious for me, subject to the consent of the committee here, the other Members, to have a joint meeting with the Rules Committee and with the Ethics Committee in particular, to try to work out a solution to the clerk-hire needs and other needs of Senators here.

Based upon such joint meeting, we should come up with something by way of a solution.

Senator DIRKSEN. I think it would be a capital idea.

Senator MONTOYA. I will try to do that.

Thank you, Senator.

Senator DIRKSEN. Thank you for your indulgence.

Architect of the Capitol

STATEMENT OF PHILIP L. ROOF, EXECUTIVE ASSISTANT

ACCOMPANIED BY
DANIEL J. GEARY, ACCOUNTING OFFICER
JOSEPH DIAMOND, MANAGER OF SENATE RESTAURANTS

Capitol Grounds

AMENDMENT: RESURFACING OF PARKING LOTS

Senator Montoya. We will now proceed to the consideration of funds requested to operate the Senate restauarants.

Do you have a statement?

Mr. Roof. Mr. Chairman, may we request your consideration of one item as a supplement to our presentation last week, which has nothing to do with the restaurant?

Senator Montoya. Will you identify it at this point.

Mr. Roof. Since the hearing last week, at the request of the Sergeant at Arms of the Senate, we have completed a survey of the Senate parking lots and the need to resurface some of the lots.

We detailed in the letter of August 4 to you the various squares that the lots are in, the size of the lots, the number of cars that they accommodate, and the amount of money that it would take to do this job.

The Sergeant at Arms and the Architect of the Capitol recommended the approval of these items, and we would recommend that you consider adding the total of $32,000 to the funds for the Capitol Grounds which we have already requested in hearings last week.

Senator Montoya. Will this add more parking?

Mr. Roof. No, sir.

Senator Montoya. It will just rehabilitate the present parking.

Mr. Roof. Yes, it is for better surfacing and better lighting and to remark and renumber the spaces.

Senator Montoya. The letter of August 4 will be made a part of the record.

(The letter follows:)

Architect of the Capitol,
Washington, D.C., August 4, 1969.

Hon. Joseph M. Montoya,
Chairman, Legislative Subcommittee, Committee on Appropriations, U.S. Senate, Washington, D.C.

Dear Mr. Chairman: At the request of the Sergeant at Arms of the Senate, we have completed a survey of the Senate parking lots, with the idea of improving the parking surface and the lighting where required. Our study has been completed since our hearings last week and, therefore, this request supplements our presentation made at that time.

Square 723: 1st, D, and 2d Street, and Massachusetts Avenue, NE, capacity 405 cars. Resurface old area with 1½ inches thick bituminous concrete and reline new surface. 9,700 square feet---------- $14,000

Additional lighting in easterly end of lot only; other portions do not require lighting improvements at this time	1,500
Square 724: Square north of New Senate Office Building, lot at 2d and C Streets, NE, capacity 100 cars. Grade lot (now covered with gravel), surface and line off parking places, 4,750 square feet	8,500
Square 725: Square east of New Senate Office Building, lot at 2d and C Streets, NE, capacity 130 cars. Grade lot (now covered with gravel), surface and line off parking places, 4,350 square feet	8,000
Total	32,000

The Sergeant at Arms and I join in recommending these improvements in the parking facilities for the Senate. We recommend that you consider adding the above total of $32,000 to the funds for "Capitol Grounds" already requested at hearings of July 30, 1969.

Sincerely yours,

J. GEORGE STEWART,
Architect of the Capitol.

SENATE RESTAURANTS

CONTINGENT EXPENSES OF THE SENATE

Senator MONTOYA. To complete the hearing on the item with respect to contingent expenses of the Senate, I would insert the revised justifications to the record.

(The justification follows:)

SENATE RESTAURANTS—FISCAL YEAR 1970

Budget estimate	$573,000
Revised estimate: Aug. 4, 1969	497,000

CONTINGENT EXPENSES OF THE SENATE

Miscellaneous items

For miscellaneous items * * * including $497,000 for payment to the Architect of the Capitol in accordance with section 4 of Public Law 87–82, approved July 6, 1961 * * *.

For 1969, $398,000 was allowed in the annual appropriation act and $100,500 in the Second Supplement Appropriation Act, 1969—or a total of $498,500 for 1969.

For 1970, $573,000 was included last Fall in the Budget Estimates transmitted to the Congress in January 1969. Based on current studies, this request is revised downward, August 4, 1969, from $573,000 to $497,000. The item is explained on the following pages.

Effective August 1, 1961, management of the Senate Restaurants in the Capitol and Senate Office Buildings was placed under the direction of the Architect of the Capitol, subject to approval of the Senate Committee on Rules and Administration as to matters of general policy, pursuant to Public Law 87–82, 87th Congress, approved July 6, 1961.

The following units are in operation:

Capitol Building

Main dining room and private dining rooms for Senators (S–109, S–113 and S–114).
Main dining room for staff, press and public (S–112).
Vandenberg Room for staff and public (S–138).
Family dining room for staff and public (S–115).
Special Breakfast and Luncheon room (S–120).
Snack Bar (Basement).

New Senate Office Building

North Cafeteria for Senators and Senate employees (Basement).
South Cafeteria for visitors and agency employees (Basement).
Carry-out (Basement—off northeast corner of South Cafeteria).
Senators' private dining rooms (Ground Floor).

Old Senate Office Building

Coffee Shop and Carry-out (Basement Floor).

Fiscal year 1970

For the fiscal year 1970, a total of $497,000 is requested to finance the Senate Restaurant losses. This compares to $498,500 granted for the fiscal year 1969 for this purpose—a decrease of $1,500.

The amount of $497,000 is computed as follows:

Loss for fiscal year 1969 (final figure)	$435,000
Plus: Annualization of November 1968 wage board increases to foodworkers (186 employees)	14,000
Estimated wage board increases for 186 foodworkers, November 1969	30,000
Comparability increases to management—office employees, 20 employees, July 13, 1969	18,000
Total estimate for fiscal year 1970	497,000

FINANCIAL STATEMENT

Facility	Gross sales	Net loss (−) or profit (+)
Fiscal year 1969 (for full year):		
Capitol dining rooms	$235,700	−$257,100
Snack bar in Capitol	32,411	−7,422
Coffee shop in Old Senate Office Building	222,527	−14,668
Cafeteria in the New Senate Office Building	492,918	−159,543
Senators' dining room in New Senate Office Building	16,033	−24,484
Carryout in New Senate Office Building	158,724	+28,386
Subtotal	1,158,313	−434,831
Equipment expenditures		−167
Total	1,158,313	−434,998
Fiscal year 1968:		
Capitol dining rooms	200,532	−259,192
Snack bar in Capitol	37,942	−3,537
Coffee shop in Old Senate Office Building	147,350	−20,068
Cafeteria in New Senate Office Building	486,195	−142,477
Senators' dining room in New Senate Office Building	20,665	−31,224
Carryout in New Senate Office Building	115,842	+38,497
Subtotal	1,008,526	−418,001
Equipment expenditures		−323
Total	1,008,526	−418,324

1969 APPROPRIATIONS AND BUDGET REQUEST REDUCED REVISION

Mr. Roof. Mr. Chairman, for 1969, under this item, you allowed $398,000 in the regular Appropriations Act, and $100,500 in the Second Supplemental Appropriations Act of 1969, or a total of $498,500.

For 1970, $573,00 was included last fall in the budget estimates transmitted to the Congress in January of 1969. Based on current studies, this request is revised downward, effective August 4, 1969, from $573,000 to $497,000.

We explain the items as follows: The next page, Mr. Chairman, you have inserted in the record. It gives the number of units we have and identifies the units.

1969 Actual Deficit and Wage Board Increases

Senator Montoya. Let me ask you this question: You were requesting $573,000 and now you are reducing the request downward to $497,000. Why did you bring about such a great reduction? Was your estimate initially wrong?

Mr. Roof. No, sir. When our estimates were made last fall, we, of course, didn't have the results of the then current year's operations. Since the hearings are held late this year we have the June 30, 1969, statement so we know what our losses were.

So, the revised estimate is predicated upon, as I show on page 3, the loss of $435,000 for the fiscal year 1969 which is a known figure now. To that we add the annualization of the November 1968, wage board increases to food workers of $14,000.

The estimated wage board increases for the same employees next November of $30,000 and the comparability increase to the 20 management and office employees effective July 13, 1969, which is the same increase that Senate and House employees received generally. Those items add to $497,000, which is our revised estimate.

Senator Montoya. What was the total deficit of the Senate restaurant not including the additional amount represented by the wage increase?

Mr. Roof. The total deficit was about $435,000, including all costs.

Increasing Prior Year Deficit

Senator Montoya. What was it the year before?

Mr. Roof. It was $418,000.

Senator Montoya. What was it the year before? Do you have that figure?

Mr. Roof. Yes, sir; I do. It was $356,000.

Senator Montoya. So, it has been going up every year.

Mr. Roof. Yes, sir.

Senator Montoya. Why is that?

Mr. Roof. Primarily because of wage increases that are not offset by increases in the menu prices or other revenue producing items. The original expansion came about, the original cost rise came about, when you expanded your facilities in the Capitol, as a result of the building expansion program over there, and the new dining room, and the new eating facilities over there. But the greatest cause is the cost of these Wage Board increases beginning in 1965, which we find difficult to absorb year after year.

Senator Montoya. I don't recall the figure that you mentioned by way of a wage increase for the total year. What did it amount to?

Mr. Roof. The wage increase that we presented in the supplemental hearings was $100,500.

Senator MONTOYA. And that wage increase is represented as a loss in this $435,000 figure.

Mr. ROOF. Yes. It is reflected in that total.

Senator MONTOYA. If you had not had a wage increase this year, your loss would only have been $334,000 in round figures.

Mr. ROOF. Presumably that would be about right. There might be some fluctuation, of course, between what we estimated and the actual cost of pay increases.

Senator MONTOYA. And that would be less than the previous year, $418,000.

Mr. ROOF. There were also wage board increases at that time, in the $418,000.

RULES COMMITTEE DIRECTIVE THAT ITS COUNSEL COLLABORATE WITH ARCHITECT STAFF: PROPOSALS FOR PRIVATE OPERATION OF HOUSE RESTAURANT

Senator MONTOYA. Have you had any surveys made by competent people to try to bring about a profitable operation of the restaurant?

Mr. ROOF. Several years ago when Senator Byrd of West Virginia became chairman of the Restaurant Subcommittee, he had us study numerous means of reducing the deficit and improving service, some of which were adopted. These included closing the Capitol dining rooms during adjournment, menu price increases, et cetera.

The Rules Committee has now, as a result of a meeting fairly recently of the subcommittee on the restaurant, directed the counsel of the Rules Committee to work with the Architect's staff on certain items.

One of the items is to see if it is possible and feasible to lease the restaurant operation to private business. We went through this last year on the House side quite extensively with your opposite committee there. I believe we had 3 days of hearings. We prepared a prospectus for the outside concerns to consider and they made their proposals with the understanding that such proposals were not binding on the Government or the firms, inasmuch as this was more or less an exploratory proceeding.

As a result, we received several proposals from well-established firms, and presented them to the committee. From that group the committee selected three firms which had indicated at least an interest in taking over and trying to operate the House facilities without a deficit, or with a smaller deficit. These three firms were then invited to testify before the subcommittee and did so. There has been no further action toward outside management, of which I am aware.

DISINCLINATION OF PRIVATE CONCERNS TO UNDERTAKE OPERATION: FINANCIAL HISTORY

Senator MONTOYA. As a matter of fact, nobody wanted to operate the restaurant, isn't that right? Of the three that were selected?

Mr. ROOF. It would be fair to say that when you mention the operation of the Senate and House restaurants, there are numerous people who say that they are interested in operating the restaurants. But when they get down to "brass tacks," and when we give them all of the financial data, the operating schedules, and the background, and

so forth, you find generally that most firms are not interested unless you are willing to have what amounts to a cost-plus-a-fixed-fee contract, like you had before in the Senate restaurant.

ANNUAL DEFICITS

Senator MONTOYA. Why do you have a loss in this restaurant every year? Give me your response for it.

Mr. ROOF. The primary reasons are these: You have quite a large plant here for feeding people. When it is going full force, and when you see long lines waiting in the cafeteria, that is the time when you are coming near to breaking even. But business fluctuates. It is very unpredictable.

In the House during June, we had a tremendous volume, and for the first time in years we saved $4,800 on the House side.

Senator PROXMIRE. You operated at an actual profit.

Mr. ROOF. For 1 month.

Senator MONTOYA. What was the loss in the House for the whole year?

Mr. ROOF. $172,291.

IDENTIFICATION OF FACILITIES

Senator MONTOYA. And $434,000 for the Senate restaurant. What does this include besides the restaurants in the Capitol?

Mr. ROOF. The list of facilities is shown on page 2 of our justifications.

Senator MONTOYA. The north cafeteria for Senators and Senate employees, the south cafeteria for visitors and agency employees, the carryout in the basement, and the Senators' private dining room. Then in the Old Senate Office Building, the coffeeshop and carryout. That is all.

Mr. ROOF. And then the various items in the Capitol in addition to the dining room. There are the dining room for the staff, press, and the public; the Vandenberg room; the family dining room for staff and public; special breakfast and luncheon room; and the snackbar in the basement.

Senator MONTOYA. Now, the Senate Office Building cafeteria, is this run by a concessionaire?

Mr. ROOF. No, it is all run by our office, under Mr. Diamond, the manager.

ADMINISTRATIVE COST OF OPERATION

Senator MONTOYA. What is the administrative cost on the part of the Architect's Office with respect to the administration of the Senate restaurant, and then the House restaurant?

I understand that you have two separate administrative setups.

Mr. ROOF. You are not referring to the Architect's central staff. You are referring to the people paid from cafeteria funds?

Senator MONTOYA. I am talking about your accounting division for the restaurant, and the administrative staff. It is the Architect's administrative staff that oversees the operation of the restaurant.

Mr. ROOF. As of last fiscal year, near the end of the year, Senator, the total rate for Mr. Diamond and his staff, including the accounting office, the storerooms, and so forth, amounted to $184,000. That in-

cluded salaries, plus their retirement, health benefits, life insurance, and so forth.

ADMINISTRATIVE COST OF OPERATION OF HOUSE RESTAURANTS

Senator MONTOYA. What was it for the House side?

Mr. ROOF. A figure comparable to this would be $246,000. During the House hearings the committee asked me to develop specific costs, not just the rate costs at a specific date, but what it actually cost. The actual cost for pay was $227,000, but the total, including the benefits, was $269,000.

There was a difference of seven employees.

Senator MONTOYA. Seven employees in the House.

Mr. ROOF. The House has more employees than the Senate for administration.

Senator MONTOYA. How many employees do you have for the House administration?

SEPARATE HOUSE AND SENATE OPERATIONS: SEPARATE LAWS

Mr. ROOF. We had 27 in the House and 20 in the Senate.

Senator MONTOYA. Why do you need two administrative setups to oversee the operation of both the restaurants on the House side and on the Senate side? Why can't you have one central operation?

Mr. ROOF. Senator, this goes back, of course, to a legal problem. First of all, I don't see any advantages that would be gained from consolidating the two.

But we operate the Senate restaurant under one specific law which says that the Architect shall operate under the direction of the Senate Committee on Rules. We operate the House restaurant under a much older law which says that the Architect shall operate now under a select committee of the House.

Senator MONTOYA. Have you ever projected what the costs would be for a joint administrative operation?

Mr. ROOF. We have not; no, sir. This situation prevails generally on the Hill. One is House and one is Senate, and we operate under two laws and two committees.

WITNESS ASSOCIATION WITH OFFICE AND OFFICE DIRECTION OF RESTAURANTS

Senator MONTOYA. How long have you been with this operation?

Mr. ROOF. I have been with the Architect since 1940. The House restaurant came under the Architect's direction in 1940. The Senate restaurant we managed from 1942 to 1947, and then it went to an outside concessionaire, Nationwide Food Service. That continued until 1961 and the Senate gave it back to us.

OPERATION BY CONCESSIONAIRE

Senator MONTOYA. What happened during those years?

Mr. ROOF. What do you mean, sir, what happened?

Senator MONTOYA. What happened to the concessionaire? Was he making money?

Mr. ROOF. No; he ran the restaurant on the basis that the Senate still paid the deficit and also paid him a management fee for running the restaurant.

Senator MONTOYA. How much was the deficit while he had it?

Mr. ROOF. The last year he had it, I think the appropriation was $85,000.

Senator MONTOYA. He did a better job than the Architect's office.

Mr. ROOF. No, you can't make that comparison on a fair basis. The facilities are different.

Senator MONTOYA. You didn't have administration then, did you?

Mr. ROOF. Yes sir, they did. One of the reasons the Senate gave it back to us was that it would at least save the management fee the Senate was paying the concessionaire.

I would like to make my position here clear to you. I am the executive assistant to the Architect. I am not the manager of the restaurant.

PREREQUISITES TO OPERATIONS WITHOUT DEFICITS

Senator MONTOYA. I understand. But I am disturbed about this loss by both the House and the Senate restaurants. I am just wondering what can we do to put this operation in the black, if it can be put in the black, or what can we do to reduce the expenses of administration.

Mr. ROOF. All I could say to you is this: I have gone through this as I mentioned with the House last year, and what they did there was the meat-ax approach. They just cut the appropriation down, and said this is all we are going to give you for 7 months.

They gave us $175,000 and said, "Live within it."

So, we cut periods of services down, we reduced the length of time that the cafeterias and some other units were open, we closed the Members' private dining room in the Rayburn Building, we greatly increased prices, we took numerous economy measures of that nature, and we did live within the amount they allowed us.

STUDY BY HOUSE SELECT COMMITTEE

But that isn't a final solution. What the House has done now is to appoint a select committee, the chairman of which is Mr. Kluczynsky, from Chicago.

Senator MONTOYA. Who is a restaurant man.

Mr. ROOF. He is a restaurant man by profession, and he is gradually establishing himself. He made a statement on the House floor a day or two ago in which he said he hoped during the summer recess to make some studies and get things rolling toward better service, reduced deficits, and so on.

I personally have doubts that you will ever be able to completely operate free of deficit in this operation, because it is a special kind of operation—your best example is that few, if any, firms from the outside want to come in and run the restaurant without a subsidy.

If they believed it was a money-making proposition they would be clamoring to run it. As you know, you can't sell liquor, and Mr. Kluczynsky testified the other day before the House committee that that is usually number 1 in most restaurants. That is where their greatest profit comes from.

HINDRANCE OF SENATE SCHEDULE

Also, you know the schedule of the Senate. You don't know from day to day when you are going to be in session. Some days we are absolutely swamped in the restaurant facilities and you can't get in anywhere, and the next day the Senate doesn't have important business, or the House doesn't have pressing business, and there is hardly anyone in the restaurant.

Senator MONTOYA. Are you, in effect, saying that either the restaurant operates at a continuous deficit or it closes down?

Mr. ROOF. I think that has been the history and experience over many, many years. The restaurants have never operated at a profit regardless of whether we run them or someone else runs them. This is simply a service to the Senate, a necessary expense of congressional operation, because of the unique conditions under which you and your staffs serve.

DIVISION OF CAFETERIA OPERATION BY CONCESSIONAIRES

Senator MONTOYA. Have you ever thought of dividing the operation so that the cafeterias would be run by some other concessionaire and then the profit derived from that concession applied to the deficit of the Senate restaurant?

Mr. ROOF. The nearest thing to that, Senator, is this. Back some years ago, before they gave the restaurant back to us, the Rules Committee looked into that aspect with GSI, the agency who runs many of the big cafeterias in the Government agencies downtown. It is a nonprofit organization.

GSI said, at that time, that they weren't interested in taking the restaurant operation, period. But they might be interested in taking only the cafeterias.

Senator MONTOYA. What happened?

Mr. ROOF. Naturally, they would have been interested in taking the cafeterias, because there was a place, at that time, where you could probably break even, or even make a profit.

So, I think if you give up your cafeterias to on outside concessionaire, you are "cutting your own throat."

CLOSE PROFIT AND LOSS RATIO

Senator MONTOYA. Are you making a profit with the cafeteria now?

Mr. ROOF. No; but there is not much loss. That is the point. That isn't where you are losing a lot of money.

Senator MONTOYA. I understand that you are not, but in a concession arrangement, you would derive some profit from the cafeteria operation which could be applied to the loss of the Senate restaurant proper, where the losses presently are occurring.

Mr. ROOF. I am not sure that you could derive such a saving, but that was the situation back 6 or 8 years ago. If you will look on page 4 of the justifications, the top item, you will see that out of the $435,000 that we lost last year, $257,000 of it was lost in the Capitol dining rooms.

Senator PROXMIRE. That is one of the most startling figures I have ever seen for any kind of an operation, business or nonbusiness. Your

gross sales were $235,000 and you actually lost more money than your sales.

Mr. ROOF. That is correct.

Senator PROXMIRE. That is astonishing. All of your entire income was less than what you lost.

Senator MONTOYA. Then the loss in the cafeteria operation—out of $492,918 taken in, you lost $159,543.

Senator PROXMIRE. At least they took in three times the amount that they lost.

Mr. ROOF. Let me give you the other figure that goes along with these we are mentioning that might also startle you. The Capitol dining rooms' cost of labor was $341,000.

Senator PROXMIRE. It would have to be something like that.

Senator COTTON. In other words, the cost of labor was more than your deficit.

Mr. ROOF. And also more than the sales. This is nothing new, Senator. It has been a condition that has, necessarily, gone on for years and years. It is necessary for service to the Senate, staff, press, and public.

Senator MONTOYA. Yes, but I am disturbed about it, regardless.

Mr. ROOF. We all are.

Senator MONTOYA. I am going to have a hard time justifying this on the Senate floor. We certainly would have a hard time justifying it to the American people.

Mr. ROOF. I agree with you, but these are the facts.

RESULTS OF FOLLOWING PAST HOUSE POLICY

Senator PROXMIRE. If Senator Montoya's subcommittee should follow the policy that the House followed last year, and we should say to you, you have so much money and it is all you can spend, what would you do?

No. 1, you would have to cut down your hours, perhaps operate from 11:30 to 3.

Mr. ROOF. We would have to make a study and see where we could cut out operations.

Senator PROXMIRE. And reduce personnel so your service wouldn't be as good.

Mr. ROOF. Yes; and the other factor would be to raise prices.

Senator PROXMIRE. You would reduce menu choice.

Mr. ROOF. In the House one of our greatest savings was through increasing the prices substantially. They were increased 20 percent in the dining rooms.

Senator PROXMIRE. How could you determine these menu prices, and how do you determine that the price we have is justifiable?

Mr. ROOF. I will yield to Mr. Diamond on that.

Mr. DIAMOND. We have several considerations. The primary one is that we have set a food-cost ratio at 40 percent, which we consider to be about the average.

Senator PROXMIRE. Forty percent of what?

Mr. DIAMOND. Forty percent of the menu price is devoted to the food cost. This will vary somewhat between cafeteria service and dining room service where the price, of course, might be somewhat higher.

We take these items and analyze them and try to arrive at a 40-percent figure. We finished last year with 40.3.

Senator PROXMIRE. Do you have a documentation in the restaurant industry that that is about an appropriate relationship?

Mr. DIAMOND. This is rather difficult to arrive at, but we do have some figures that were based on a cross-section of the industry, where there is a variation from as low as 31 or 32 percent in specialized places, such as the hamburger stands and concession-type places, to 55 and 60 percent for industrial feeding.

This also pertains to the question of subsidizing industrial-feeding operations, which can be used as a comparison for some of our operations, for the cafeterias which are feeding the employees.

Of course, we make comparisons. We have, in the past, made comparisons with the House. But, as Mr. Roof said, the House made an across-the-board increase in prices, and now we are somewhat below the House.

PRICE COMPARISON

Our prices are below those charged in commercial cafeterias in the city. They will compare with the other Government cafeterias which are principally GSI. There again, probably within the last 6 months, they have increased prices.

Right now we are probably somewhat below them in price level. The question there is, To what degree do we, you might say, subsidize the operation with the price structure?

In the House it was 20-percent average across the board. We could do that. Whether or not that would be acceptable, we look to the Rules Committee for guidance there. We can work out a formula so that we can increase prices within a week or so.

The decision then is for the Senate Rules Committee to make.

Senator PROXMIRE. Twenty percent would bring it in line with the House.

Mr. ROOF. The House increases were 20 percent in the dining room facilities, and 10 percent in the cafeterias.

EXAMPLE OF UTILIZATION OF FACILITIES

Senator PROXMIRE. You actually make money out of the carryout.

Mr. DIAMOND. In the new building. This is a perfect example of the complete utilization of facilities. That unit is open at 8 o'clock in the morning and closes at 4 o'clock in the afternoon, and is in continuous operation, producing all of the time. This is reflected in the satisfactory profit.

SENATE RESTAURANT OPERATION

Senator PROXMIRE. What is the justification for keeping the Senate restaurant open? I imagine there are only a few Senators who come in and use it for breakfast and dinner. It is kept open.

Mr. DIAMOND. You are speaking of the dining room in the Capitol. That is purely a matter of convenience to the Senate. There is no financial justification for operating before or after the lunch period.

Senator PROXMIRE. What are the hours now?

Mr. DIAMOND. The hours are from 8 a.m. until 4:30 or when the Senate adjourns for the day.

Senator PROXMIRE. Which is 5 or 6 o'clock.

Mr. DIAMOND. Right now it is running 5:30 and 6 o'clock.

Senator PROXMIRE. If you closed it, Senators would always be able to get what they needed from the carryout up to 4 o'clock.

Mr. DIAMOND. That is right. There would be carryout service available from 8 a.m. to 4 p.m., and there is cafeteria and carryout service available in the Senate office buildings during these hours. When the kitchen is open, there is very little additional expense in keeping the Senators dining room open.

Senator PROXMIRE. A lot of Senators have breakfast in the cafeteria. Senator McClellan, Senator Mansfield and Senator Aiken, to mention a few.

EFFECT OF SET HOURS OF OPERATION ON EXPENSES

Senator COTTON. Would you yield for just one question?

If you had fixed hours and your hours didn't vary regardless of whether the Senate adjourned—I understand if we are kept here we have to eat—but if you had fixed hours in your operation, your expense for salaries and for wages would be less, wouldn't it?

Mr. DIAMOND. It would be reduced somewhat. It would not be a major item.

Senator COTTON. You are paying a premium because of the uncertainty of the hours that you employ people.

Mr. DIAMOND. That is right.

Senator COTTON. But that is not a large item.

Mr. DIAMOND. No, sir; I would say in relation to the total, it is not large.

Senator MONTOYA. Why do you have to keep so many employees there all day?

Mr. DIAMOND. In the first place, relating to Senator Cotton's question, in the evening, there is still the possibility—it hasn't happened very often—that the Senate will stay in beyond 7 o'clock. At that time, we are likely to be called upon to feed the entire Senate and we must be ready to take care of the total group.

When 7 o'clock passes, we get the staff people, policemen, doorkeepers, and people like that. We have to feed them and a certain number of visitors. If we go beyond 7 o'clock we will get probably an hour's business.

If we go to 6:30 or quarter to 7, our time between 4:30 and that time is a complete loss. But we have to be ready for maximum service until the Senate adjourns.

STANDBY EMPLOYEES

Senator MONTOYA. You have employees there all afternoon who are doing nothing?

Mr. DIAMOND. Essentially, they are on a standby basis.

Senator MONTOYA. How many employees do you have in the afternoon in the Senate dining room?

Mr. DIAMOND. In the Senate dining room there will be four waitresses, a captain, a couple of busgirls.

Senator MONTOYA. And a cashier.

Mr. DIAMOND. The cashier will be on, and the food checker, and of course, the preparation people in the pantry, the people in the kitchen are standing by.

Senator MONTOYA. And that is all they are doing, just standing by.

Mr. DIAMOND. Yes; of course, at this time of the year there is a little business through the afternoon.

Senator MONTOYA. Very little; it is just coffee.

Mr. DIAMOND. There is nothing that you can make a profit on.

Senator MONTOYA. So, you have close to 15 employees just standing by in case the Senate stays up late and requires dinner at the restaurant.

Mr. DIAMOND. Yes, sir.

Senator PROXMIRE. How often has the Senate been in session after 6 or 7 o'clock this year?

Mr. DIAMOND. I think we passed 7 o'clock once this year.

Senator MONTOYA. Well, could an arrangement be made between the leadership of the Senate and the administration of the restaurant at a certain hour every day, so that you could let your help go?

SUGGESTED SOLUTION TO PROBLEM OF LATE OPERATION

Mr. DIAMOND. I had a suggestion of that nature in a memorandum submitted when our new chairman took over, and I have not been advised that any decision has been reached.

Senator MONTOYA. What was the nature of the suggestion?

Mr. DIAMOND. That we have definite advice from the leadership. First of all, that we have permission to close the restaurant at 4:30 p.m. in the absence of any indication from the floor that we will be needed after then.

Senator MONTOYA. You could reduce your help and still keep it open.

Mr. DIAMOND. Yes, we could. We could bring it right down to the bare minimum.

Senator PROXMIRE. I think that your suggestion that you close subject to notification from the leadership if you are needed is excellent, because we always know if there is any possibility that we will be there late.

It doesn't happen very often with Senator Mansfield. Under President Johnson it was a common occurrence.

Mr. DIAMOND. I think the House had an arrangement of that kind; it was a question of checking with the Speaker or someone like that.

Mr. ROOF. That is one of the things that Chairman Kluczynsky said he is going to try to do, to try to get a better understanding with the leadership, so management can dismiss these workers earlier and not run into overtime periods.

Senator COTTON. Isn't there one other possibility? At least in recent years, it has been my observation that you don't have night sessions except in rare circumstances, until you reach a certain stage in the session of the Congress.

Your night sessions come the last third of the session of Congress. The first part of the year you are holding your people here, and as you have said, you have just had one time so far this year when you ran over 7 o'clock.

Now, it would impose an occasional inconvenience, and perhaps not hardship, but it would be inconvenient. But what if up until September 1, or some other date, you closed so you didn't have to pay your help, and after that you stood by?

Senator MONTOYA. If we can just reduce the overhead expense by $100,000, I think we are performing a public service. I think that is possible in view of the experience that you have related.

Would you try to pursue this?

CURTAILMENT OF LATE HOURS

Mr. DIAMOND. Yes, sir. There are curtailments of hours that might be possible in relation to the other units and, from time to time, these suggestions have been made.

For the greater part, they have been passed over because of the convenience of the Senate. Of course, in all of these cases, I might point out, some degree of hardship to individual employees will result.

What we are looking for is to save money, and in saving money you are going to save manpower and hours, and it is going to reduce the earnings of some of the people.

Senator PROXMIRE. Could I ask at this point, Mr. Chairman, this question: The purpose of keeping the restaurants open or potentially open, and there is a substantial amount, although you say it isn't the major item, but apparently it amounts to thousands of dollars, is so that the Senators won't be hungry.

I don't think any of us insist that we be fed in deluxe style, and we be waited on at a table, provided we can get something to eat to tide us over. It happens rarely, and even in the last third of the session, while it may happen occasionally, under Senator Mansfield, it hasn't been every night.

EXPANSION OF VENDING OPERATION

Could vending operations be expanded to include a greater variety of food, so that if you wanted or needed something, a snack, including sandwiches, ice cream, and soup, is that practical?

Mr. DIAMOND. I had occasion to follow up on a suggestion made by a Senator to the committee quite recently, and I reported that in the first place the question of vending service was expored, in some detail, by the Architect's staff at the time when the restaurant was turned over to the Architect in relation to service in the Old Senate Building.

I have discussed this with the Canteen people who have our vending concession now, and they indicated that there had been very little change in this since it was reviewed 6 or 7 years ago.

There are vending machines available that will have sandwiches and food items in them. It is not a satisfactory service and I am sure would

not meet the needs of Senators. The staff people might use it because they wouldn't have much choice, but I think I am safe in saying that the service provided by vending machines would not be satisfactory to Senators, even under emergency conditions. It might be possible to retain some very basic service there, by holding the pantry open with a minimum of employees, for sandwich snack-type service, by sending a page down from the floor. I would be very glad to look into that and submit a full recommendation on it.

Senator MONTOYA. I wish you would, because we are going to have to do something about this.

Do you have any other suggestions?

PROFIT-AND-LOSS CHART

Would you please provide for the record an itemization showing for the last 10 fiscal years the subsidy payments provided, the gross sales each year, and the net losses or profits, if that ever occurred, for each year.

Mr. ROOF. We have only had it since 1961, Senator. I can give it to you back to then.

(The information follows:)

Fiscal year	Appropriation	Sales	Loss
1962	[1] $81,091 [2] 44,823	[3] $689,118	[3] $89,103
1963	106,500	852,554	114,796
1964	126,300	964,208	120,380
1965	121,000	923,176	131,664
1966	262,200	1,004,604	245,651
1967	363,000	1,057,495	356,573
1968	371,000	1,163,788	418,328
1969	498,500	1,152,330	434,998

[1] Balance of fiscal year 1962 (11 months) appropriation transferred from Committee on Rules and Administration.
[2] Working capital fund established by Public Law 87-332.
[3] Totals for 11 months.

PRINCIPAL CHARGES

Senator PROXMIRE. How do you allocate these costs? You have this showing one facility making money, and all of the others losing; some losing a great deal, and others not losing as much.

Do you have an improved rent cost at all?

Mr. ROOF. No, sir; it does not include anything like that.

Senator PROXMIRE. There is no electricity charge, or no utility charge, and no air conditioning, or anything of that kind.

Mr. ROOF. No. Here is the complete allocation.

Senator PROXMIRE. The only charges you have, or the principal charge is labor.

Mr. ROOF. The principal charges are labor and the food cost, of course. The cost of food for the last fiscal year was $404,000, and the cost of labor including all of the benefits, was $952,000.

PROBLEM OF CHINA AND SILVER LOSS

Senator COTTON. Just for curiosity, may I ask, do you have difficulties with people lugging off your silver and other things for souvenirs? Does that run into considerable figures?

Mr. ROOF. We have a program now, I believe, Mr. Diamond, that you send your employees through the building twice a year, or something like that, to gather any china or silverware and return it to the restaurant.

Mr. DIAMOND. We do it more often than that. We have practically a continuous operation where people, in the mornings, go around to offices and pick these items up. But the loss I believe the Senator is referring to is silver, et cetera, that goes out of the door. There is probably quite a bit of that, perhaps just for souvenirs. We have considerable loss.

Our principal problem, though, is making sure that the china and silver taken from the cafeteria into the offices doesn't find its way into the trash. We try to stay after that.

Senator PROXMIRE. Do you have any estimate of the losses you have of people walking off with plates and napkins?

COST OF REPLACEMENT

Mr. DIAMOND. We have our replacement cost, but this covers wearing out, breakage, and disappearance of all kinds. I believe Mr. Geary has a figure there.

Mr. GEARY. The total of 2.3 percent of sales is required to replace china, silver, and glassware, so you can see this is not really a substantial item.

Senator PROXMIRE. About $20,000.

Mr. ROOF. Last year it was $23,000.

Senator MONTOYA. How does that run with respect to the restaurant experience?

Mr. GEARY. The average loss, or cost of providing china, silver, and glassware in restaurants, would be between 1 and 1½ percent of sales, as opposed to the 2.3 percent of sales that it costs the overall operation of the Senate restaurant, which is not exorbitant.

Senator MONTOYA. Since your requirements for fiscal year 1970 are estimated to be $1,500 less than that of fiscal year 1969, do you think we have finally reached a plateau in these payments and that there will be a leveling off?

Mr. ROOF. I think, Senator, that would depend on what is done about all of the items you have been talking about here—whether we go to higher prices or whether we cut back on some of the more costly operations. I hope we can reach a plateau.

Senator MONTOYA. I have gathered from the discussion we have had here that it is possible to trim some of these costs, and, of course, we will be waiting for your projected solution.

CAPITOL SNACK BAR: REVENUE LOSS

Now, for the snack bar in the Capitol, you show a loss of $7,422 for fiscal 1969, compared to a loss of $3,537 for fiscal 1968. The loss doubled in 1 year.

To what do you attribute this?

Mr. DIAMOND. We did have some problems there during the year. One of the things was that we had to add an additional person, and during the year—I think the picture toward the end of the year

shows a considerable improvement there. We made quite a few changes in methods there.

NEW EQUIPMENT

We added some equipment which made this unit a little more efficient.

Senator MONTOYA. Do you charge the equipment to the gross intake?

Mr. DIAMOND. That equipment is furnished from the Architect's funds.

Senator MONTOYA. And did you charge the additional employees to the operation?

Mr. DIAMOND. Yes; that would be charged to the operation. The food cost here was somewhat higher.

This is not one of our most efficient units due to space limitations in particular. It compares to the carryout on the other side where we make a profit.

NSOB CARRYOUT: REVENUE LOSS

Senator MONTOYA. Let us go into that, then. Your profit in the carryout, in the New Senate Office Building, is less than the year before. It is $10,000 less.

What accounts for this?

Mr. GEARY. It is a difference of labor cost.

Mr. DIAMOND. They all pick up about the same proportion of increase in labor costs. The food cost ratio, I think, would be about the same as the previous year. The difference in that profit is definitely due to rising labor costs. There are other factors in the snackbar.

Senator MONTOYA. Have you added the cost of food? Have you increased the prices?

Mr. DIAMOND. We had a price increase in January of this year.

Senator MONTOYA. Will the price increase absorb the additional cost of labor?

Mr. DIAMOND. Not altogether; no, sir. As a matter of fact, that increase which was put in, in January, was in anticipation of the increase made in May 1969, but retroactive to November 1968.

Senator MONTOYA. Will you evaluate the different increases and what justifications you might have to increase the price, and give us a communication on it.

Mr. DIAMOND. Yes, sir; I believe it would be appropriate to go into the prices at this time.

Senator MONTOYA. I am trying to do everything possible to keep the profits up in some of the operations, and minimize the costs generally.

RESTAURANT EMPLOYEES

How many employees do you have in the restaurants today?

Mr. ROOF. We have 186 foodworkers under the Wage Board system, and then we have the supervisors we discussed earlier.

Senator MONTOYA. Does that include the employes in the Architect's office?

Mr. ROOF. Not on our central staff.

Senator MONTOYA. The ones charged with the administration of the restaurant.

Mr. ROOF. The only staff we have, when you speak of the Architect's Office, is the staff that we have that works under Mr. Diamond, Mr. Geary, and myself.

PERSONNEL FIGURES COMPARISON

Senator MONTOYA. How does that figure compare with prior years? Have you increased it in the last year?

Mr. DIAMOND. No, sir; we have the same number of positions. There have been increases in salaries. I think that I might clarify that a little bit, Senator, in that these are clerical-administrative-management people. Here is the group of people involved in this, with their titles, which give you an idea of what they do. Some are in management, and some are actually production people, like chefs, but they are under the legislative pay scale rather than wage board.

PERSONNEL LAYOFF

Senator MONTOYA. If Congress adjourns or recesses, how many of these employees are released?

Mr. DIAMOND. We have some who are released completely. This is something that has been given a great deal of attention by the Rules Committee, quite recently, because of the employee difficulties. I believe Mr. Geary has the exact number.

We released some completely, part-time people who worked in the visitors' cafeteria, which is closed during adjournments, and quite a number of people in the Capitol operation are released.

Last year we were permitted to operate the dining room only to provide employment for some of those people. They are employed part time there, and they have some accumulated annual leave which they use.

Of course, toward the end of the year, in December, quite a number of those people were without pay until January. This is quite a problem. It creates a morale problem. And we very often lose some good people because of these furloughs. It is undesirable to have them in the position of being out of work, especially just before Christmas, but again, there is a financial consideration involved.

Our revenues go down almost to zero that time of year, and it is difficult to justify any operation in the Capitol, except as a means of alleviating that hardship.

Mr. GEARY. We had 41 people, Senator, who at some time during the period of adjournment, from October 13 to reopening of the new session, were in a without-pay status. This varied depending on how much leave they had at the time the units, in which they operated, were closed.

Altogether there were 41 people who were, during that period, without pay for some time, for periods varying from 2 weeks to as long as 6 weeks.

Mr. ROOF. One of the items that the Rules Committee has asked us to give consideration to, is trying to find these people work during this period in some other function. This would permit them to be taken off the restaurant roll, and be carried on some other roll so they would have pay for Christmas and the holidays.

Senator MONTOYA. What kind of experience have you had in that regard?

Mr. ROOF. We have had some conversations with the restaurant committee and Mr. Caraway, the superintendent of the Senate office buildings, and also with our supervising engineer in the Capitol.

Senator MONTOYA. Have you been able to get these people jobs during the layoff period?

Mr. ROOF. We haven't completed our study.

Senator MONTOYA. You are working on it now?

Mr. ROOF. Yes, sir; and we will make a report to the Rules Committee.

Senator MONTOYA. I think it is nothing but fair that they should be employed in some other capacity, if it is possible.

Mr. ROOF. It is one of their chief complaints.

Senator MONTOYA. They do receive vacations with pay.

Mr. ROOF. Yes, sir.

CHARGE FOR PRIVATE SERVINGS

Senator COTTON. Could I interpose one question because I have to leave. You have to do a lot of serving for private parties in various private rooms, like the Vandenberg room and elsewhere, all throughout the year. You also have occasion to serve Senators and their guests in their Capitol office.

Now, that requires extra employees and special service. Do you make charges commensurate with that added service?

Mr. DIAMOND. Yes, sir; we do. As a matter of general policy, we have a surcharge of 20 percent which is applied to service in rooms outside of the restaurant. In addition to that, the subcommittee on the restaurants, this year, authorized us to serve food or beverage in private offices at an additional charge of 50 percent of the check, or $5, whichever is greater.

If we send you $2 worth of coffee, we have been authorized to charge $5. Frankly, this was designed to eliminate the type of service which was beginning to come from staff people, rather than Senators, as a matter of convenience, rather than for them to go downstairs for coffee.

Senator COTTON. Is this large enough an item so that the added charge that you are putting on would have some appreciable effect on your deficit?

Mr. DIAMOND. It would have some effect.

Senator MONTOYA. It was more a deterrent, wasn't it?

Mr. DIAMOND. That is what it was. This policy created some problems, particularly related to offices very close to the dining room, where the service only took a few minutes, and we were instructed to use some discretion in applying this charge.

Where an office is adjoining the dining room, and it only takes a minute to take a sandwich and a glass of milk, we don't make the charge in that case.

So, I would think that this is being handled in a reasonable manner now, so it isn't an excessive thing. It doesn't add to our manpower problem. As far as the larger rooms are concerned, these functions are profitable. The larger they are the more profitable they are,

because with a comparatively small investment in labor from waiters and waitresses, our revenue is considerable, and we wouldn't want to do anything to discourage that type of business.

Senator MONTOYA. Thank you.

PRICE STUDY

Do you maintain a continuing study of prices?

Mr. DIAMOND. Yes, sir.

Senator MONTOYA. And who sets the prices for food in the restaurant?

Mr. DIAMOND. I would say that I do, with the guidance of the Architect and the restaurant subcommittee of the Rules Committee. In other words, if a price change is indicated, I would make a recommendation that it be approved by Mr. Roof of the Architect's staff and the committee.

Senator MONTOYA. How do the prices in the cafeterias compare with the other Government agency cafeterias?

Mr. DIAMOND Right at this point, we are a little low, because continuing increases have taken place in most feeding establishments in the Washington area. In spite of the fact we made an increase in January, I think it is probably appropriate to go into this question again at this time.

Senator MONTOYA. How do they compare with commercial cafeteria operations?

Mr. DIAMOND. They are somewhat lower.

WAGE COMPARISON

Senator MONTOYA. How do the wages compare with like commercial operations?

Mr. DIAMOND. They are higher. There has been quite a bit of discussion on that.

Mr. ROOF. They are only slightly higher. Our wages are based on outside wages. These wages were determined this year by a study made by our office of 26 large firms downtown, including the three largest firms who serve the large Government agencies downtown.

The only factor that makes our rates just slightly higher than the weighted averages downtown is that we included in our studies wages paid to foodworkers who work for HEW, Veterans' Administration, and so on, which have the effect of raising the level slightly.

On that basis, we gave our restaurant foodworkers a 5.2 wage increase.

EMPLOYEE TURNOVER RATE

Senator MONTOYA. What is the rate of employee turnover?

Mr. DIAMOND. The last figure we took off was 23 percent. This turnover is principally in the lower grades where we have part-time busgirls in the cafeterias. The bulk of our employees are very stable and have been with us for a long time.

Senator MONTOYA. How does that compare with commercial concessions?

Mr. DIAMOND. Without any available statistics, I would say from my experience, it is pretty low.

Senator MONTOYA. What do you mean by that?

Mr. DIAMOND. A low turnover as a percentage.

SPECIAL SERVICE

Senator MONTOYA. Now, you have gone into a special service there. Do you provide afterhours services?

Mr. DIAMOND. Yes, sir; but afterhours services are provided at no payroll cost to the restaurant, because the people working afterhours are paid directly by the Senator, or whoever also is involved, and the food is sold at regular menu prices.

Senator MONTOYA. Do you offer any special services or do you provide any special services? Is that on beverages and so on?

Mr. DIAMOND. We list most items that would be needed under predictable circumstances, but we can take care of special needs, something that would not be listed. We are able to do so because we have competent chefs who are able to handle just about any assignment.

Senator MONTOYA. Do you attempt to charge reasonable cost?

Mr. DIAMOND. Yes, sir.

Senator MONTOYA. Do you make a profit out of these special services?

Mr. DIAMOND. Yes, sir.

Senator MONTOYA. What is the situation, at the present time, concerning the accounts receivable? What are your total accounts receivable now?

Mr. ROOF. Mr. Chairman, as of the end of June, which is the last statement I have, it is a total of $20,936. Of that, $16,480 were either June or May accounts, so that we wouldn't consider those delinquents. The other $3,217 was in April, and $1,239 was older accounts. Mr. Geary advised me yesterday that of the older accounts, all of the $1,239 has been paid except $18.

Senator MONTOYA. You are reasonably current then.

Mr. ROOF. I think they are in good shape; yes, sir.

Senator MONTOYA. This is better than it has been heretofore, isn't it?

Mr. ROOF. It is better than it was before it was brought to the attention of this committee about a year and a half ago.

SENATE AND HOUSE SERVICES COMPARISON

Senator MONTOYA. How does the House subsidiary compare with the Senate, with four times the Senate membership, and are the services provided comparable?

Mr. ROOF. It is pretty hard to compare the services, Senator, because of the different layouts and so forth. As you know, we have very large facilities in the House of Representatives, and the cafeterias in the Rayburn Building, and the Longworth Building. But at this time, we have asked the House for $246,000 for next year, and that is based on the cutdown of the operation periods of their facility, and the price increase that we had last year, plus the cost of certain wage increases.

RECOMMENDATIONS

Senator MONTOYA. Do you personally have any recommendations to make as to the possible alternatives to the present subsidiary program?

Mr. ROOF. I don't believe any that we haven't made, Senator. All of these matters we take up from time to time with the Rules Committee, which directs us on matters of policy, and we follow their directions. There is a limit to how far you can cut this down. I believe on the

House side, I eat in the House side myself quite frequently, in the dining room, and I think the rates for food are a little too high.

Senator MONTOYA. It isn't as high as it is on the Senate side.

Mr. ROOF. It is higher than it is on the Senate side.

Senator MONTOYA. Not in the Senate restaurant, is it?

Mr. DIAMOND. Yes, sir; since these changes were made last year, they are higher than we are now.

Senator MONTOYA. Even in their own Members' restaurant?

Mr. DIAMOND. Yes, they were running below us at one time, but with the 20-percent increase they are ahead of us.

Mr. ROOF. All of their specials run almost $2 and that doesn't include your drink. By the time you get your tea or coffee, and if you eat dessert, and give a tip, your lunch in the House will run about $2.50 a day.

Mr. DIAMOND. We still have a $1.25 special item on the menu, and the beverage is 15 cents. You can still come in under $2.

Senator MONTOYA. Thank you very much, gentlemen. I hope you will follow through on the suggestions, that have been given to you by the different members of the subcommittee, and communicate with us on what you might be able to do.

SUBCOMMITTEE RECESS

The subcommittee will stand in recess subject to the call of the Chair.

(Whereupon, at 12:15 p.m., Wednesday, August 6, the subcommittee was recessed to reconvene at the call of the Chair.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1970

TUESDAY, SEPTEMBER 23, 1969

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10 a.m., in room 1223, New Senate Office Building, Hon. Joseph M. Montoya (chairman) presiding.

Present: Senators Montoya, Proxmire, Pearson, Cotton, and Young.

ARCHITECT OF THE CAPITOL

PROPOSED EXTENSION OF WEST FRONT OF THE CAPITOL

STATEMENTS OF—
J. GEORGE STEWART, ARCHITECT OF THE CAPITOL
MARIO E. CAMPIOLI, ASSISTANT ARCHITECT OF THE CAPITOL

ACCOMPANIED BY—
CHARLES A. HENLOCK, ADMINISTRATIVE OFFICER
PHILIP L. ROOF, EXECUTIVE ASSISTANT
CHARLES A. DURKIN, ASSISTANT TO ADMINISTRATIVE OFFICER
WILLIAM F. RAINES, ASSISTANT TO EXECUTIVE ASSISTANT

PLANNING FUNDS AND HOUSE DOCUMENT 91–154

Senator MONTOYA. The subcommittee will be in order.

This morning the committee is meeting to hear the testimony of the Architect of the Capitol and his associates on the recently submitted budget amendment requesting $2 million in planning funds for the extension of the Capitol project, specifically the west front of the Capitol.

I ask at this point that House Document No. 91–154 be printed in the record.

(The document follows:)

AMENDMENT TO THE BUDGET, LEGISLATIVE BRANCH, ARCHITECT OF THE CAPITOL

COMMUNICATION

FROM

THE PRESIDENT OF THE UNITED STATES

TRANSMITTING

AN AMENDMENT TO THE 1970 BUDGET FOR THE LEGISLATIVE BRANCH, ARCHITECT OF THE CAPITOL

SEPTEMBER 10, 1969.—Referred to the Committee on Appropriations, and ordered to be printed

LETTER OF TRANSMITTAL

THE WHITE HOUSE,
Washington, September 9, 1969.

The SPEAKER OF THE HOUSE OF REPRESENTATIVES.

SIR: I ask the Congress to consider an amendment to the 1970 budget for the legislative branch, Architect of the Capitol, in the amount of $2 million. As required by law, this amendment for the legislative branch is submitted without change.

The details of this amendment are set forth in the enclosed letter from the Director of the Bureau of the Budget.

Respectfully yours,

RICHARD NIXON.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., September 9, 1969.

The PRESIDENT,
The White House.

SIR: I have the honor to submit for your consideration an amendment to the requests for appropriations transmitted in the budget for fiscal year 1970, in the amount of $2 million for the legislative branch, Architect of the Capitol, as follows:

LEGISLATIVE BRANCH

ARCHITECT OF THE CAPITOL

Budget appendix page	Heading	Request pending	Proposed amendment	Revised request
14	Extension of the Capitol (Insert the following paragraph under the above heading:) For an additional amount for "Extension of the Capitol," $2,000,000 to remain available until expended.	0	$2,000,000	$2,000,000

As required by law, this amendment to the 1970 budget for the legislative branch is submitted without change.

I recommend that this amendment to the budget be transmitted to the Congress.

Respectfully yours,

ROBERT P. MAYO,
Director.

RESOLUTION OF PROJECT CONTROVERSY: ARGUMENTS PRO AND CON

Senator MONTOYA. Now the extension of the west front of the Capitol has been in controversy for quite some time. The Congress is now called upon to resolve this controversy. In a spirit of fairness, the committee is now trying to develop both view points on this matter and we have called upon the Architect of the Capitol to present his side of the matter and to call upon any witnesses that he might desire to implement his testimony.

We have also called upon the American Institute of Architects, who have indicated opposition to this matter, to be present tomorrow morning at a hearing where this committee will attempt to hear the opposition on this matter.

The committee will try to be as fair as it possibly can in order to reach a fair and impartial evaluation in view of the situation that exists with respect to conditions in the structure on the west side of the Capitol.

CONCERN RESPECTING DANGEROUS CONDITION: GATHERING OF HIGH OFFICIALS AND CROWDS FOR STATE FUNERALS

We will now proceed with the testimony and hear our first witness, Mr. Stewart, the Architect of the Capitol. You may proceed, sir.

Mr. STEWART. Thank you, Mr. Chairman.

I have a brief opening statement.

As you gentlemen know, I have been recommending this work for a long time. The conditions of this old front have been a constant source of grave concern to me ever since I became Architect of the Capitol in 1954 and began to study and examine the structure first-hand.

Knowing the dangerous conditions that exist out there, I am disturbed daily when I hear and feel the vibrations of high-speed aircraft flying overhead. Only recently, I disapproved a request that helicopters be permitted to fly over or near the building at a lower ceiling than now permitted. I have mentioned in the past the damage that could occur from an earth tremor. In the last 3 years earthquakes have occurred as close as certain regions of Virginia and West Virginia.

I worry especially during an occasion such as the State funeral services for the late President Eisenhower when the leaders of all branches of Government were concentrated in the Capitol and when many thousands of our citizens passed through the building, entering the main east door and passing out in procession through the deteriorated west side via a temporary wooden protective chute.

Ironically, since appearing before the House committee on this request for funds, another such State funeral has been held in the Rotunda, that of the late Senator Dirksen, who only a short time before, as a member of the Capitol Commission, had strongly endorsed this request for funds.

Just stop and consider for a minute the result of the collapse or even partial collapse of the old west section of the building during such an occasion.

BUDGETARY STRINGENCIES AND PUBLIC BUILDING PRIORITY

I appreciate the budget conditions in the country at this time, but if we can afford any expenditure for a public building, putting the National Capitol in a sound condition should come first.

I therefore urge you to grant the funds for final plans, which we are requesting, pursuant to direction of the Commission in charge.

With your permission, Mr. Chairman, I would like for the Assistant Architect of the Capitol, Mr. Campioli, to highlight now our formal justifications and to comment on the renderings, elevations, wall construction, floor plans and other related material. Mr. Campioli is a professional architect with many years' experience, including 8 years as Director of Architecture at Colonial Williamsburg. I know of no one more competent to speak on the propositions of extension, reconstruction, repair or restoration of the west side of this building.

JUSTIFICATIONS

Senator MONTOYA. Before we proceed with Mr. Campioli, I would like to insert into the record at this point the justifications which have been submitted to the committee.

(The justifications follow:)

EXTENSION OF THE CAPITOL.....$2,000,000

This estimate is submitted upon the unanimous direction of the Commission for Extension of the United States Capitol, created by Public Law 242, 84th Congress, and consisting of -

Hon. John W. McCormack (Chairman), Speaker of the House of Representatives

Hon. Spiro T. Agnew, President of the Senate

Hon. Everett M. Dirksen, Minority Leader of the Senate

Hon. Gerald R. Ford, Minority Leader of the House

Hon. J. George Stewart, Architect of the Capitol

You will recall from previous hearings that three plans of extension of the west central front of the Capitol were considered by the Commission and that Plan 2 was approved. These plans were prepared under an appropriation of $300,000 provided by the Congress for the preparation of preliminary plans and estimates of cost for extension of the west central front and those plans were completed and circulated to all Members of the House and Senate by the Speaker, as Chairman of the Commission.

The funds now requested are for the final planning work to carry Plan 2 into effect. Such planning consists of preparation of contract plans and specifications (suitable for competitive bidding purposes), checking of shop drawings, supervision and other incidental expenses, all computed as follows:

Estimate 1970
#2 - Ext. of Cap.

Total associate architect-engineer fee stated in 1967 report for building work ($27,116,000 building cost x 7½% fee rate)		$2,033,700
Less: Already paid architect-engineers for preliminary plans and estimates of cost	(-)	240,000
		$1,793,700
Plus: Fee for advisory architects (two architects, one landscape architect, and one sculptor)--four at $10,000 per annum for 1½ years	(+)	60,000
Administration and miscellaneous expenses	(+)	150,000
TOTAL		$2,003,700

As indicated above, the basis for the fee of the architects-engineers is the 1967 report which developed a building cost of $27,116,000. While it is realized that the building cost has escalated since that time, the architects-engineers have agreed that the fee may be based on that figure, subject to adjustment to an actual cost basis should the construction work proceed. They have also agreed that should the project not proceed, the government will be obligated for a fee based only on the $27,116,000 in the 1967 estimate.

In connection with the fee, we should also mention that the percentage rate has been reduced from 8½% this group received for the east front work to 7½%. This reduction is possible in view of the over-all knowledge of the old portions of the building gained by the architects-engineers as a result of their east front service and other studies of the building.

The preparation of contract plans and specifications suitable for bidding will require approximately 18 months. This planning may be accomplished on a basis that would permit the construction work to begin during the 18 months planning period and be carried forward in the following stages:

1. Relocation and Preparation: Construction of temporary facilities to house activities now carried on in the terrace areas and relocation of utilities and other facilities.
2. Furnishing and delivering of marble and granite and reworking existing granite.
3. Demolition, excavation, foundations, and structural work on terrace.
4. Superstructure.
5. Furniture and furnishings.

On this basis, the project could be substantially completed in approximately 51 months, including time required for preparation of contract plans and specifications.

Estimate 1970
#4 - Ext. of Cap.

NEED FOR WEST FRONT WORK

As stated in Speaker McCormack's letter of August 8, 1969, to Chairman Andrews, the proposed extension and reconstruction of the west side of the Capitol will accomplish the following broad objectives:

1. Make the west front safe, sound, durable, and beautiful for the foreseeable future.

2. Provide greatly needed working space for the Congress, including some large committee hearing rooms, additional elevators, and escalators, as well as space for the public.

3. Provide service facilities for trucks, etc., on the west side underground and out of sight, which will do away with the rather disgraceful conditions we and the public observe daily now when deliveries are made and trash and garbage are removed "at our front door steps" via the East Plaza.

4. Strengthen the central front architecturally, while preserving the essential character of the original architecture.

1. Make the West Front safe, sound, durable, and beautiful for the foreseeable future

This first purpose stated by the Speaker is the overpowering reason for proceeding with this project with the least possible delay. This side of the building is in the advanced stages of deterioration. It is in a dangerous condition. There is no argument on this point even from those who oppose the project.

Exterior surfaces are bulged as much as 4½ inches. Stones are severely cracked, many cracks running from the bottom to the top of the walls. New cracks have occurred since the stonework was pointed and painted last year. Large chunks of stone have fallen from this side of the building. The architrave stones over the portico have seriously sagged and have been propped up with heavy wood timbers. Braces have also had to be installed to buttress the old Senate and House wings. The keystones over the windows have slipped down, leaving voids which have been filled with concrete. Much of the original architectural detail has eroded and disappeared. Recent studies have shown that there is some slippage down the hill. In a letter of August 20, 1969, our consulting engineer, Dr. Miles N. Clair, President of The Thompson & Lichtner Co., Inc., stated: "The data indicates that there is movement horizontally and vertically of most of the walls. The probable maximum settlement for one year will be one quarter inch which is a cause for concern in a structure of this type and age and confirms the need for corrective action recommended by our report of November 1, 1964."

A. Reasons for Present Conditions

The reasons for these deplorable conditions are rooted in the early construction and the building materials used in the building when this Nation was in its infancy and to the damaging effects of catastrophes in the building during the last 170 years. Many persons believe or attempt to give the impression that the Capitol as we see it today

resulted from one grand design and that it was constructed, complete, at one time period in history. Of course, as you know, that impression or belief is false; the building was designed and constructed on a fragmentary basis over a period of many years.

Specific reasons for the present conditions of the west wall are:

The original construction was of inferior building material. The sandstone used is a soft material which erodes or crumbles easily when subjected to long exposure to the elements. It absorbs and holds moisture. When freezing occurs, the trapped moisture becomes ice which results in spalling or cracking of the stone.

The outer face of the wall is of cut sandstone and the inner face is of rubble stone. The core of the wall between these faces is filled with loose rubble with little or no mortar. This type of construction has contributed to the bulging, cracking, falling of stonework, etc.

The original Capitol has endured great fires and a gas explosion. (The fire of 1814 by the British; the fire in the west central wing in 1851; and the gas explosion in the old Senate Wing in 1898.) All have contributed to the present deplorable condition.

There are no expansion joints in this old section of the building, resulting in cracking, opening of joints, bulging, etc., caused by thermal expansion and contraction.

The grades beyond the old walls have been lowered by later additions to below the footings of the old walls (by the addition of the present Senate and House Wings in the middle 1800's and the addition of the terraces in the late 1800's).

B. Recommendations of Architects-Engineers twelve years ago

As long ago as 1957, the architects-engineers who had carefully studied the conditions of both the east and west front stated in their report and recommendations which was the basis for the extension of the east front:

> "The deterioration of the sandstone out of which the East and West facades of the central portion are constructed, began with the fire started by the British during the war of 1812, was further aggravated, particularly in the East, by the gas explosion and fire of 1898, and has continued ever since, abetted by the disintegration caused by the countless coats of paint applied through the years. As a safety measure and in order to preserve the Capitol not only as a National Shrine, but also as the Seat of Government, the East and West walls must be replaced."

C. Study by Outside Engineer

As a result of concern of the Senate and House Appropriations Committees and the Commission in charge, the Architect of the Capitol in 1964 was directed by the Commission to enter into a contract with The Thompson & Lichtner Co., Inc., of Brookline, Massachusetts, for a fresh engineering study of the conditions of the West Front. This firm had wide experience in studying and determining remedial measures which should be taken in the preservation and reconstruction of old masonry structures in this country and overseas.

The contract with the firm was entered into in March, 1964 and their five-volume report received in November, 1964.

Their report was to include all their findings and their recommendations on:

(1) Whether the existing wall, if found deficient, can be repaired in its present condition.

(2) Whether the existing wall can be refaced with marble in its present location.

(3) Whether remedial action requires extension of the west central front and its reconstruction in marble, or

(4) Whether any other means of preservation are deemed feasible and advisable.

Their key findings and recommendations were summarized in letter accompanying the report as follows:

(a) Retention and repair of the existing walls as corrective action is not recommended as it would require the hazardous removal of much of the facing so as to allow installation of ties to the backup wall, or the installation of ties through the face joints with resulting disfiguration of the structure. There would still be walls and foundations of structurally inferior construction with the walls requiring continuing protective treatment.

(b) Facing of the existing walls as corrective action with durable marble and granite, leaving the sandstone in place, is not recommended because it would require additions to the present foundations and there would still remain walls and foundations of structurally inferior construction without preserving the historic architecture.

(c) Removal of the sandstone completely and replacement by high quality marble and granite as corrective action is not recommended because it would be a very costly and hazardous operation and there would still remain walls and foundations of structurally inferior construction.

(d) Removal of the entire wall and foundation and replacement by reinforced concrete with a facing of high quality granite for the courses at grade and high quality marble above for the face stone is not recommended because of the hazard, cost and interference with occupancy.

(e) Retention of the wall as an interior wall of an extended building is recommended as the least hazardous and as causing the least interference with the occupancy of the present structure. A properly designed and constructed extension would also provide desirable lateral support for the West Central Portion of the Capitol.

32-619 O—69——33

D. Hearings on Engineering Survey

In testifying in the public hearing before the Commission on June 24, 1965, Dr. Miles N. Clair, President of The Thompson & Lichtner Co., Inc., stated as follows with respect to the dangerous conditions which he found requiring immediate action and the plan for permanent corrective work:

> "Speaker McCormack. Are there any dangerous conditions which require immediate attention? If so, what would be involved?
>
> "Dr. Clair. Well, just to work backward on this model. To correct the condition of the foundations at the retaining walls of the terrace, they would have to be underpinned.
>
> "Speaker McCormack. Underpinned?
>
> "Dr. Clair. Yes. You would have to provide a deeper foundation. The entablature area would have to be removed and rebuilt. The walls at the terrace level would have to be removed and rebuilt.
>
> "Speaker McCormack. Would it be advisable to do that without doing a complete job?
>
> "Dr. Clair. This must be done. Something must be done on this immediately, sir.
>
> "Speaker McCormack. What do you mean by 'immediately'?

"Dr. Clair. Next week. I am not kidding. I think it is so serious something should be done at once.

"Mr. Ford. Would there be any difference of opinion between you and some other person equally knowledgeable and experienced?

"Dr. Clair. There can always be a difference of opinion, sir. I am talking about responsibility. If you have the responsibility for a structure which is in this condition and portions of it which are in this condition, you must put yourself on record that you believe this or you believe that. This is what I believe.

"Speaker McCormack. Would these stopgap measures, assuming they were carried out, be economical and a satisfactory solution over a long period of time?

"Dr. Clair. No. What is needed here, sir, is to correct this whole condition. The condition you have of a wall here that is not in a good condition and is deteriorating and all these stopgap things that you do, of course, simply put off the day when you have to do the whole job. What is needed here is to, in my opinion, protect this whole wall, enclose it just as you did on the east side by another structure. Then you stop the weather action on it. You no longer will have the weather acting on it. The weather is acting on this wall because no matter how you maintain it by painting, water gets into it, freezing occurs, and you have further deterioration.

"You have got to realize the condition of this wall, these walls, to see why this is necessary and why this is necessary (pointing) and why this is serious. These walls have on them a face of sandstone, local sandstone, which is quite inferior for use when exposed to the weather.

"I am answering your question. To give you an idea of the quality of that sandstone, there is a picture of the same material which was not protected. That is an old bullfinch stone-gate standard there. That is how the sandstone has gone to pieces without the help of paint to protect it.

* * * * * * * * *

"Mr. Ford. You have indicated that in your judgment this is a critical, serious situation. I asked whether you knew of any knowledgeable, experienced opinion that might be contrary to yours.

"Dr. Clair. I would doubt it. I would doubt that anyone would come up -- the only question would be the degree which they would apply to it.

"Mr. Ford. Degree of seriousness?

"Dr. Clair. That is right. The time in which this would have to be done. I do not think any competent structural analyst or person experienced in this field would come to any other conclusion. They might say it might last; you might not have to worry about it for 25 years. I say that if you start it now you could not possibly have the plans drawn and the construction completed for less than 5 years. I think that is what you should do.

"Someone might say you should do it in 10 years. I do not think they would be much beyond that."

E. The effect of Plan 2 on the Structure

The carrying out of Plan 2 will accomplish all of the objectives stated by the Speaker in the No. 1 and prime purpose. The extended front will act as a buttress to the old front, thereby affording the support required to prevent further movement, bulging, and falling off of stonework. The old walls will be protected from the elements and changes in temperature, thus stopping prevailing deterioration.

The exterior of the new front will be constructed of marble and granite, thereby providing the durability and structural soundness required -- the same material now used on all sides of the building except the West Central Front.

Upon completion of this work, the west front will truly be "safe, sound, durable, and beautiful for the foreseeable future".

2. Provide additional working space for Congress and accommodations for the public

The need by the Congress for more space in the Capitol is a constantly growing need. The expansion of the "legislative plant" since 1793 is outlined in a different section of this justification. It is difficult for many of our citizens who visit the Capitol each year to understand why the Congress must operate under some of the deplorable conditions now experienced. For example, in one large and important committee there is no

room available where the Committee may meet without some of the Members sitting with their backs to other Members. The Appropriations Committees in particular need additional committee space near the chambers where they may hold hearings day after day and be available to go to the chambers and vote when necessary.

Under the extension plan, several large hearing rooms may be constructed on each side, near the House and Senate Chambers.

The leaders, assistant leaders, and whips need more and better space near the chambers. Adequate facilities could be provided under the extension plan.

The officers of the two houses need additional space which would flow from the expansion program.

There has been a cry from the Congress and the public for more elevators in the Capitol. The extension plan will provide them, three on the House Side and three on the Senate Side, centrally located.

Every Member of the Congress is stopped from time to time by visitors and asked for directions. The questions normally run something like these: Where is the nearest washroom? Is there a cafeteria in the building where we may eat? Where are the Senate and House Chambers? Where is the Rotunda?

For some years, your committees have properly "hounded" us to provide adequate toilets and washrooms for the public. Time and time again, we have had to report that there is just no space. The west front extension will provide adequate public washrooms, four on each floor (two on the House Side and two on the Senate Side) near the elevators -- a total of 16 public toilets in these locations, plus 4 in the area on the west side for the visitors' center, and 4 more in the area of the Cafeterias.

Where may we eat? The west extension will provide two cafeterias at the center of the building in the terrace structure, capable of serving 600 persons at one time. In addition, dining rooms seating about 600 persons will be provided in the same general area.

New directional and informational facilities will be provided for visitors.

Circulation through the building will be improved greatly by new through corridors on several floors, more elevators and escalators.

3. Provide delivery and service facilities

It is unthinkable that the Capitol of our great Nation should still suffer such unsightly occurrences as delivery trucks unloading at our front door, trash and garbage being removed via the same front across the great plaza, waste of various sources being swept by the wind across the lawns and among the shrubbery -- in fact, all the daily needs of the

building being brought in through two sidewalk elevators on the east front in the sight of visitors -- our own citizens plus those from many lands.

The west extension will do away with these disgraceful conditions by providing "out-of-sight" underground loading and unloading facilities under the west terrace.

4. Strengthen the West Front architecturally

One gifted architect some years back recommended an extension to the west and said the west front "has always had an undigested look". This is another way of saying its various parts, seen together, lack harmony. Even to the casual observer, something is lacking. The dome has no focal point. It gives the appearance of being much too large and heavy for the small central portion under it, especially if viewed from the mall area. Because of the lack of focal point or axis, it appears that the dome could be moved about on the roof of the building, much like an inverted cup is moved about on a table.

The objections could be overcome by retaining the essential early architecture, but by widening the portico slightly and providing a pediment over the portico, pointing to the dome, and thereby breaking the 700 plus feet of straight roof line now exist-

ing. Some of the windows would be changed from flat-head to round-head and vice versa to improve the over-all composition. The location of the steps leading to the terrace would be slightly narrowed and relocated for better composition and utilization of space. Other than these changes, the prevailing architecture (as it originally existed -- not in its present unsightly state) would be reproduced in marble and granite in the new west front.

Mr. David N. Yerkes, representing the Commission on Public Affairs of the American Institute of Architects, testified before the House Appropriations Committee a few years ago:

> "I would like to point out this is not an esthetic controversy as far as the American Institute of Architects is concerned. We have no criticism of design for the extension of the west front."

With respect to the Plan 2 design, a committee of the American Registered Architects who studied the building's condition, the engineering and architectural reports, adopted a resolution stating in part:

> "*** that this committee endorses without hesitation the proposal of the Architect of the Capitol and the associate and advisory architects to correct the condition of a crumbling Capitol by extending the West Front as proposed, accomplishing at the same time the addition of needed space and the preservation for posterity in marble, the architectural details that are now lost in crumbling sandstone and paint...".

So, insofar as the design is concerned, Plan 2 has received general approval or acceptance.

PLAN 2 - ITS DESCRIPTION, SCOPE, COST, AND APPROVAL

This plan contemplates the reconstruction and extension of the west central front, in much the same manner as the east front was extended 1958-1961, retaining the essential character of the existing architecture, but with improvements to strengthen the front architecturally, as indicated in the model on display in Statuary Hall of the Capitol. The architectural changes provide for widening and strengthening the portico, the addition of a central pediment to give direction to the Capitol on the East-West axis -- to accentuate the dome -- and to interrupt the long straight line of the existing roof balustrade; to strengthen the central section by the introduction of circular openings and an arcade on the ground floor level; and the slight narrowing and relocation of the central steps to provide better architectural composition and better space utilization.

Extensions to Sections

The various sections on the west side will be extended as follows:

Center portion	44 feet
Old House Wing	88 feet
Old Senate Wing	88 feet
House connecting corridor	56 feet
Senate connecting corridor	56 feet

Area of Extension

The gross area of the addition is.....269,528 sq. ft.

The net area of the addition is.....162,468 sq. ft.

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The analysis of space to be provided by extension is, of necessity, somewhat tentative in exact details. The size of areas within the walls could be changed and probably will be changed before the final plans are completed, after we go over carefully with those in charge of space on both the House and Senate Sides the areas to be provided and after they determine more precisely the most pressing needs. The items that are more or less fixed are the service areas for the elevators, stairs, escalators, public toilets, etc.

Space Provided under Plan 2

The total ROOMS, AREAS, and FACILITIES provided total.....285

These are detailed as follows:

Joint conference rooms	1
Large committee rooms	1
Large subcommittee rooms	2
Large conference room	1
Large offices (or conference rooms)	43
Medium offices	55
Small offices	3
Dining rooms	2
Dining foyers	2
Private dining rooms	2
Cafeterias	2
Document room	1
Barber shop	1
Unassigned office areas (4,256 square feet)	3
Unassigned public space (subbasement)	1
Unassigned space (subbasement)	1
Unassigned storage space (34,702 square feet)	25

Private toilets.....14
Entrance lobbies..... 3
Elevator lobbies.....10
Escalators..... 2
Passenger elevators..... 4
General service elevators..... 2
Local service elevators..... 2
Stairs.....19
Men's toilets.....12
Women's toilets.....12
Kitchens..... 2
Kitchen facilities..... 2
Service docks with control facilities..... 2
Garbage refrigeration rooms..... 2
Service toilets..... 2
Janitors closets.....12
Electric closets.....12
Telephone closets.....10
Mechanical equipment rooms.....15

Note: Offices are classified for the above purpose as follows:

Large -- if of an area greater than 400 square feet
Medium -- if of an area greater than 180 square feet
Small -- if of an area of less than 180 square feet

Detail of Rooms, Areas and other Facilities by Floors:

Sub-subbasement..... 2 - Storage Areas
2 - Service Elevators
5 - Stairs

Detail of Rooms, Areas and other Facilities by Floors
(Continued)

Subbasement.....	2	Visitors' Auditorium (400 seats each)
	1	Information and Exhibition Lobby
	6	Storage Areas
	2	Service Docks
	1	Public Lobby
	2	Mechanical Equipment Rooms
	4	Service Elevators
	7	Stairs
	1	Escalator
Basement.....	2	Cafeterias (300 seats each)
	2	Foyers
	2	Dining Rooms (270 seats each side)
	2	Kitchens (with pantry)
	2	Storage Rooms
	10	Offices
	2	Mechanical Equipment Rooms
	2	Women's Toilets
	2	Men's Toilets
	4	Passenger Elevators
	4	Service Elevators
	2	Stairs
	2	Private Dining Rooms
First Floor.....	1	Committee Room
	1	Conference Room
	25	Offices
	2	Stairs
	6	Storage Rooms
	2	Women's Toilets
	2	Men's Toilets
	7	Private Toilets
	4	Passenger Elevators
	2	Service Elevators

Detail of Rooms, Areas and other Facilities by Floors
(Continued)

Principal Floor.....	1	- Subcommittee Room
	27	- Offices
	1	- Storage Room
	2	- Women's Toilets
	2	- Men's Toilets
	12	- Private Toilets
	4	- Passenger Elevators
	2	- Service Elevators
	2	- Stairs
Gallery Floor.....	1	- Subcommittee Room
	1	- Joint Conference Room
	27	- Offices
	2	- Women's Toilets
	2	- Men's Toilets
	2	- Private Toilets
	4	- Passenger Elevators
	2	- Service Elevators
	2	- Stairs
	1	- Document Room
Attic Floor.....	1	- Document Room
	26	- Offices
	3	- Mechanical Equipment Rooms
	2	- Women's Toilets
	2	- Men's Toilets
	2	- Storage Rooms
	2	- Passenger Elevators
	2	- Service Elevators
	2	- Stairs
	2	- Electrical Machine Rooms

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COST

Based on preliminary plans ordered by the Congress and published in 1967, the total cost of the project, including furniture and furnishings, would be $34,937,100.

A recent updating of that figure, assuming a work period 1970-1973, resulted in a rough estimate of $44,791,000. This 1969 figure is based on the 1967 (prepared in 1966) figures, adding building cost index data for 1967 and 1968 and an estimated 7 per cent per year increase compounded thereafter.

Comparative Estimates of Cost of Project, 1967 and 1969

	1966-67	1969
Relocation and Preparation:		
Temporary structures	$ 418,000	$ 497,000
Relocation of utilities and other facilities	455,000	541,000
Granite and Marble Supply:		
Granite and Marble - cut, carved, delivered	5,700,000	6,771,000
Foundations:		
Demolition, excavation, footings, structural to terrace	4,818,000	5,724,000
Superstructure:		
Structural above terrace; setting granite and marble; mechanical, electrical, plumbing, vertical transportation; interior finishes	13,257,000	15,754,000
Total: Building Cost	$24,648,000	$29,287,000

Comparative Estimates of Cost of Project, 1967 and 1969
(Continued)

	1966-67	1969
Plus:		
Projected escalation:		
1967-70 -- 3.5 per cent compounded annually on cost of work to be done in each year	$ 2,468,000	
1970-73 -- 7 per cent compounded annually on cost of work to be done in each year		$ 5,432,000 1/
Total Building Cost projected to completion of project	$27,116,000	$34,719,000
Interior furnishings:		
Carpets, drapes, furniture, accessories	1,015,000	1,206,000
Plus:		
Projected escalation: 1967-70	101,000	
1970-73		269,000 1/
Total interior furnishings cost projected to completion of project	$ 1,116,000	$ 1,475,000
TOTAL: BUILDING AND FURNISHINGS	$28,232,000	$36,194,000
Additional Costs:		
Architectural, engineering, and administrative costs	3,208,000	3,812,000
Plus: Projected escalation: 1967-70	321,000	
1970-73		713,000 1/
Total architectural, engineering, and administrative cost projected to completion of project	$ 3,529,000	$ 4,525,000
GRAND TOTAL	$31,761,000	$40,719,000
Add: 10 per cent contingency	3,176,100	4,072,000
Total Estimated Cost of Project	$34,937,100	$44,791,000

1/ Estimated escalation costs during the 4-year period, 1970 through 1973, totaling $6,414,000, were determined by first distributing the 1969 total direct building, furnishings, architectural, engineering, and administrative costs of $34,305,000 ($29,287,000 + $1,206,000 + $3,812,000) into annual expenditures and then applying cumulative escalation percentages to each annual amount. Expenditures and escalations are based on the following:

Year	Expenditure	Escalation	Amount of Escalation
1970	20% of $34,305,000	7% of Expenditure	$ 480,500
1971	30% of $34,305,000	14.49% of Expenditure	1,491,000
1972	30% of $34,305,000	22.5% of Expenditure	2,315,500
1973	20% of $34,305,000	31% of Expenditure	2,127,000
	Total 4-year escalation, 1970-1973.....		$6,414,000

APPROVAL OF PLAN 2

This plan has been approved unanimously by the Commission for the Extension of the Capitol, created by the Congress in Public Law 242, 84th Congress, to direct "the extension, reconstruction, and replacement of the central portion of the United States Capitol...".

The Congress itself has approved the plan to the extent that it appropriated $300,000 for preparation of preliminary plans, a model, and estimates of cost.

The plan has been developed and approved by an outstanding group of professional, private-practicing, non-governmental, associate architects who also planned the highly pleasing and successful east front extension.

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The advisory architects, consisting of two Fellows of the American Institute of Architects and an outstanding Landscape Architect who for many years served as the Chairman of the Fine Arts Commission, strongly endorsed the plan and commented in part:

> "In our judgment the Associate Architects have prepared an eminently successful solution to a difficult problem. We have had a part in the development of the studies of this elevation and we agree that the enlarged central element with the handsome pediment will provide for the Nation's Capitol a degree of distinction and a compositional relation to the great dome which, up to now, it has lacked. The relationship between the several elements, the wings, the central part and the dome, will be magnificent.
>
> "From its beginnings the Capitol has been an imposing structure. None of the departures from the original design have interfered with the simplicity and dignity of the building, nor will the changes as now proposed. Those persons most appreciate the Capitol who familiarize themselves with the adaptations which the growth of this Country have brought about. The enlarged Capitol will enable a correction in the proportion of the building to the dome, and greater compatibility with the impending program for the Mall and surrounding areas."

The Thompson and Lichtner Company, Inc., outside engineering consultants engaged to make a study of the conditions of the west front and to recommend required remedial measures, recommended a properly designed and constructed extension, after considering all other alternatives.

Plan 2 has the strong approval of the Architect of the Capitol and his staff. The Architect of the Capitol is a professional engineer with many years experience in stone

masonry, as a construction contractor, an engineer, and a stonemason. The Assistant Architect is a professional Architect, a long term member of the American Institute of Architects, with outstanding experience in the restoration and preservation of old buildings (including an eight-year directorship of architecture at Colonial Williamsburg). The Second Assistant Architect is a professional engineer, an expert in structural-mechanical-electrical engineering. On our staff is also one of the foremost stone experts of the Country.

Plan 2 has been strongly approved by the American Registered Architects, an organization of professional architects, both by their committee who investigated the plan and the building and by the ARA in convention. The founder and past president of this organization has been so impressed with the project that he has carried on a wide educational program to alert our citizens and those in authority to the dangers of delay and the excellence of Plan 2.

Plan 2, as far as the design is concerned, has been approved by a spokesman for the American Institute of Architects before your committee (F.Y. 1968 hearings) or at least he said "We have no criticism of design for the extension of the west front". In Official Memorandum No. 178 of the AIA in 1958 it is stated:

> "It is believed that the space requirements could be better filled--at far less cost--by leaving the east front alone and instead, developing a proposed scheme for expansion on the west side of the building."

As stated previously in the hearings, members of the American Institute of Architects who led the AIA's opposition against the Extension of the East Front, stated in 1958 at the AIA convention:

> "The real needs of Congress could in any event be cared for by extending the building to the west, where there is no great architectural masterpiece to be preserved." (Emphasis supplied)

At a hearing before the Senate Committee on Public Works in 1958, an AIA member leading opposition to the east front extension stated:

> "We have no reason to worry over architectural changes of this sort in the less masterly Capitol west front, and the concern of architects at this point can be dismissed into the realm of rhetoric."

Plan 2 has been examined by a delegation from the American Society of Landscape Architects who made suggestions which we accepted. That Society then agreed to take no position on the extension project

> "***in view of the fact that it has been in preparation for years with private and public knowledge and approval, and is in the hands of eminently qualified professional persons of high standing in their own organizations."

The only architectural society to our knowledge to disapprove of proceeding with the current extension plan is the American Institute of Architects--at least that is said to be the position

of the leadership of the Institute. Such a position, of course, amounts to a complete reversal of their 1958 position when their representatives and spokesmen urged upon the Congress again and again the expansion on the west side of the Capitol. Their position in 1958 has been mentioned heretofore in these justifications and rather thoroughly documented in previous appropriation hearings.

Their current opposition is said to be based on a report of their "task force", belatedly appointed after the AIA leadership reversed its previous position and came out against a west front extension. The task force was led by one of their chief opponents of westward extension who had already published his views in an article "Capitol Punishment". The task force spent a part of one day in our office, going over the plans and examining the building. It rendered the expected decision -- a confirmation of the previously taken AIA leadership position. A copy of our comments on this task force report is appended hereto.

With respect to the current AIA leadership opposition, we should mention again that they also opposed the east front extension, but Congress nevertheless proceeded with the project. It now should be obvious who was right and who was wrong.

LEGISLATION GOVERNING EXTENSION OF THE CAPITOL PROJECT

Public Law 242, 84th Congress, as amended by Public Law 406, 84th Congress and by Public Law 88-248, 88th Congress

"Extension of the Capitol: The Architect of the Capitol is hereby authorized, under the direction of a Commission for Extension of the United States Capitol, to be composed of the President of the Senate, the Speaker of the House of Representatives, the minority leader of the Senate, the minority leader of the House of Representatives, and the Architect of the Capitol, to provide for the extension, reconstruction, and replacement of the central portion of the United States Capitol in substantial accordance with scheme B of the architectural plan submitted by a joint commission of Congress and reported to Congress on March 3, 1905 (House Document numbered 385, Fifty-eighth Congress), but with such modifications and additions, including provisions for restaurant facilities, and such other facilities in the Capitol Grounds, together with utilities, equipment, approaches, and other appurtenant or necessary items, as may be approved by said Commission, and for such purposes there is hereby appropriated $5,000,000, to remain available until expended, and there are hereby authorized to be appropriated such additional sums as may be determined by said Commission to be required for the purposes hereof: Provided, That the Architect of the Capitol under the direction of said Commission and

without regard to the provisions of section 3709 of the Revised Statutes, as amended, is authorized to enter into contracts and to make such other expenditures, including expenditures for personal and other services, as may be necessary to carry out the purposes of this Act and, prior to any appropriations being provided for extension, reconstruction, and replacement of the west central portion of the United States Capitol, to obligate such sums as may be necessary for the employment of nongovernmental engineering and other necessary services and for test borings and other necessary incidental items required to make a survey, study and examination of the structural condition of such west central portion, to make reports of findings, and to make recommendations with respect to such remedial measures as may be deemed necessary, including the feasibility of corrective measures in conjunction with extension of such west central portion."

AUTHORIZATION UNDER AFORECITED LEGISLATION FOR EXTENSION OF THE WEST CENTRAL FRONT OF CAPITOL

The 1905 architectural plan included in House Document 385, 58th Congress, known as scheme B, referred to in the aforecited legislation, provided for extension of the east-central section of the Capitol 32 feet 6 inches and construction of the extension in marble; refacing the

west-central section of the Capitol in marble, in order to provide a durable construction for that portion of the building; reconstruction of the west front steps in marble; and sculptural treatment of the east pediment of the House wing of the Capitol.

Public Law 242, 84th Congress, as amended by Public Law 406, 84th Congress, vests the Commission for the Extension of the United States Capitol with the authority to carry out this plan, with such modifications and additions as the Commission may approve. Acting under this authority, and based upon findings and recommendations of private practicing architects and engineers, including an internationally recognized engineer, the Commission has approved the providing of a durable construction for the west central front of the Capitol through extension and reconstruction of the west-central section of the Capitol in marble, instead of through refacing this section with marble, and has also approved preliminary plans for such extension and reconstruction. By law, the Architect of the Capitol is required to perform his duties as directed by the Commission.

PARTS (SHOWN IN UNDERSCORE) OF PUBLIC LAW 242, 84TH CONGRESS, AND 406, 84TH CONGRESS WHICH CONSTITUTE STATUTORY AUTHORITY FOR PROJECT

"Extension of the Capitol: The Architect of the Capitol is hereby authorized. under the direction of a Commission for Extension of the

United States Capitol, to be composed of the President of the Senate, the Speaker of the House of Representatives, the minority leader of the Senate, the minority leader of the House of Representatives, and the Architect of the Capitol, to provide for the extension, reconstruction, and replacement of the central portion of the United States Capitol in substantial accordance with scheme B of the architectural plan submitted by a joint commission of Congress and reported to Congress on March 3, 1905 (House Document numbered 385, Fifty-eighth Congress), but with such modifications and additions, including provisions for restaurant facilities, and such other facilities in the Capitol Grounds, together with utilities, equipment, approaches, and other appurtenant or necessary items, as may be approved by said Commission, and for such purposes there is hereby appropriated $5,000,000, to remain available until expended, and there are hereby authorized to be appropriated such additional sums as may be determined by said Commission to be required for the purposes hereof: ***"

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LEGISLATIVE HISTORY AND CHRONOLOGY OF EVENTS LEADING TO DEVELOPMENT OF PLAN 2 FOR EXTENDING THE WEST FRONT

Authorization:

Public Law 242, 84th Congress, approved August 5, 1955, is the original basic statute. It authorized the "extension, reconstruction, and replacement of the central portion" of the Capitol, based on a 1905 architectural plan to be carried forward in accordance with such modifications and additions as approved by the Commission for Extension of the United States Capitol. It created a joint congressional commission to direct the Architect of the Capitol in carrying out the project.

Public Law 406, 84th Congress, approved February 14, 1956, amended Public Law 242 - a technical amendment.

Public Law 87-14, approved March 31, 1961, made the appropriation "Extension of the Capitol" available for furniture and furnishings.

Public Law 88-248, approved December 30, 1963, amended Public Law 242, as amended, by deleting from the basic act the authority "to obligate the additional sums herein authorized prior to the actual appropriation thereof" and by substituting in lieu thereof:

> "and, prior to any appropriations being provided for extension, reconstruction, and replacement of the west central portion of the United States Capitol, to obligate such sums as may be necessary for the employment of nongovernmental engineering and other necessary services and for test borings and other necessary incidental items required to make a survey, study and examination of the structural condition of such west central portion, to make reports of findings, and to make recommendations with respect to such remedial measures as may be deemed necessary including the feasibility of corrective measures in conjunction with the extension of such west central portion."

The complete authorization act, as amended, is set forth in the preceding section of this report.

Engineering Study

As a result of the changes made by Public Law 88-248 and pursuant to direction of the Commission, and in line with the thinking of the Appropriations Committees, the Architect of the Capitol entered into a contract, March 13, 1964, with The Thompson and Lichtner Company, Inc. of Brookline, Massachusetts, for a fresh engineering survey of the conditions of the west central front, an outstanding firm with no previous connection with the project. Their report was received in November, 1964 and is summarized elsewhere in these justifications.

Public Hearing by Commission

A public hearing was held by the Commission on June 24, 1965, with Dr. Miles N. Clair, President of The Thompson and Lichtner Co., Inc., testifying as to the dangerous conditions requiring immediate action and the plan for permanent corrective action.

Decision to Develop Preliminary Plans and Cost Estimates

At the close of the hearing, the Commission agreed unanimously, that the Architect of the Capitol be authorized and directed to submit to the Appropriations Committees of the House and Senate request for funds for preparation of preliminary plans and estimates of cost for the extension in marble of the West Central front of the Capitol, based on the findings in The Thompson & Lichtner report.

Wood Braces Installed in 1965

As a result of The Thompson and Lichtner study and recommendations, the most obviously dangerous portions of the West front were shored with heavy wood timbers in 1965 as a temporary expedient.

Funds for Preliminary Plans and Cost Estimates

In September 1965, the Architect of the Capitol, pursuant to the direction of the Commission, appeared before the House Appropriations Committee and requested $300,000 for preliminary plans, cost estimates, and a model (see pages 334 through 363 of Part I of printed hearings on the Supplemental Appropriation Act, 1966). The $300,000 was included by the House in the bill.

In October 1965, the Architect of the Capitol appeared before the Senate Appropriations Committee and requested the $300,000 planning money (see pages 379 to 404 of the printed Senate hearings on the Supplemental Appropriations for 1966). The Senate deleted the $300,000 from the bill.

The $300,000 was restored in conference between the House and Senate conferees. The bill carrying these funds was approved October 31, 1965 by the President.

Architects Directed to Proceed with Preliminary Plans

In December 1965, the Architect of the Capitol, upon direction of the Commission, ordered the Associate and Advisory Architects for the extension of the Capitol Project to proceed with the preliminary plans and estimates of cost. The first stage of their work was completed in May 1966, and a progress report and study model were furnished.

Commission's Consideration and Approval of Plan 2

The Commission in charge held a meeting June 17, 1966, for the purpose of considering the report of the architects. At this meeting the architects reviewed with the Commission the basic historic, architectural, and engineering information relating to the West Front and demonstrated three basic plans by use of a study model and drawings. The Commission approved Plan 2 and directed that this plan be completed and perfected; that the final scale model be prepared for exhibition to Members of Congress and the public; and that the Architect of the Capitol be directed to seek necessary funds for proceeding with the project.

Model Placed on Display

In November 1966, the scale model of the West Front extension as approved by the Commission was placed on public display in Statuary Hall in the Capitol. In January 1967, the Speaker sent a letter to all Members of the Senate and House calling attention to the model and asking each Member to examine the model. The model has been on continuous display since 1966.

Delay in Requesting Construction Funds

During the Summer of 1966, when the Legislative Branch Appropriation Bill for 1967 was under consideration, although no funds were provided in the bill for the West front extension, the Senate amended the bill to provide:

> "Provided, That no part of any appropriation contained in this Act shall be used for administrative or any other expenses in connection with the plans referred to as Schemes 1, 2 and 3 for the Extension of the West Central Front of the Capitol."

This amendment was deleted by the Senate and House conferees on the bill and the following statement appears in the conference report dated August 15, 1966:

> "There are no funds in the bill for the west front extension project, nor is there any authority to proceed with construction contracts, or even detailed plans and specifications. The work can proceed only if and when the Congress should appropriate the money for the work in a future bill.
>
> "$300,000 was, however, appropriated by the Congress last year for preparation of preliminary plans and estimates of cost, including a model, and incidental expenses looking to extension of the west central front. Most of that fund is already contracted. While the associate architects engaged for this purpose completed the first stage study and plans earlier this year, from which Schemes 1, 2, and 3 were developed, and for which a study model (of Scheme 2) was made, more time is necessarily required for perfection of plans and drawings and preparation of a full scale model for the scheme (No. 2) selected by the special Extension Commission. At its meeting with the architects in June, the Commission directed the Architect to get the full-scale model ready for exhibition to Members of Congress and the public generally.

> "A full-scale model showing the entire Capitol building--both East and West Fronts--should be of great, almost inestimable visual-aid value in helping Members, the press, and the public generally form sound opinions about the appearance of the building if extended and the effect of the particular proposals in Scheme 2 on the architectural features of the present West Front. But the conferees understand that the full-scale model will not be ready to place on display until about mid-November.
>
> "In the circumstances, then, it would be premature, and illogical, to consider any further appropriations for the West Front project at this session."

Completed Preliminary Plans Sent to the Congress

In May 1967, the full report and recommendations of the architects relating to the authorized preliminary plans and estimates of cost, were completed and sent by the Architect of the Capitol to Speaker John W. McCormack, Chairman of the Commission for Extension of the United States Capitol and other Members of the Commission. This report, with illustrations, was printed and sent by Speaker McCormack to all Members of the House and Senate with his letter of June 21, 1967.

Additional Wood Bracing in 1968

Late in 1967 additional dangerous sagging and cracking in certain sections of the west side of the building were observed. With approval of the Commission, the Architect of the Capitol sought and the Congress granted $135,000 for additional temporary wood shoring and for repointing, filling cracks, and painting the west central front. This work was finished in the Summer of 1968.

Delay in Requesting Construction Funds

The preliminary plans and estimates of cost for the extension of the West central front were completed and published in 1967. The Commission did not direct the Architect of the Capitol to request funds for the contract plans and construction from 1967 to 1969. It is understood that the Commission's reluctance was due to the conflict in Viet Nam and the resulting heavy stresses on the national budget.

Latest Action of the Commission

Late in July, 1969, Chairman McCormack after discussing the seriousness of further delay with fellow Commission Members and Members of the House Appropriations Committee, requested that other Members of the Commission join him in approving planning funds for extending the west central front in accord with the previously approved Plan 2. All Members of the Commission agreed to direct the Architect of the Capitol to seek planning funds, in the amount of $2,000,000 at this time. The opinion of the Commission was unanimous, and was reached during the first week of August, 1969.

Letter from Chairman McCormack to Appropriations Committees

Upon receipt of unanimous approval of all Members of the Commission, Chairman McCormack directed a letter on August 8, 1969, to Chairman Andrews of the Legislative Subcommittee,

Committee on Appropriations, House of Representatives, pointing out the urgent need to proceed with planning the extension, advising of the Commission's decision, and expressing the hope that this request could be heard in connection with the then current hearings on the Legislative Branch Appropriation Bill, 1970.

After the Legislative Subcommittee indicated informally to the Speaker that a hearing would probably be scheduled on the item early in September after the recess, the Speaker sent similar letters of recommendation to Chairman Russell of the Senate Committee on Appropriations and Chairman Montoya of the Legislative Subcommittee.

Copies of the Speaker's letters to Chairman Andrews and Chairman Montoya are contained in the appendix to these justifications.

COMMENTS ON "RESTORATION" OF THE WEST CENTRAL FRONT

In past hearings before your committee and in other sections of this report, we have indicated the reasons why the so-called "restoration" of the Capitol's west central front is not a feasible, economical, or thoughtful proposition. We shall once again touch the highlights.

These sections of the building are 150 to more than 170 years old. The exterior is of soft, local sandstone of a generally poor quality. There are no expansion joints in the structure, so when pressures have been put on the walls by fires, an explosion, settlement,

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expansion and contraction, the walls have cracked -- in many cases from top to bottom -- or bulged out of alinement.

The most serious cracking has required shoring with wood timbers during the last 4 or 5 years, in order to prevent collapse.

At the present time, there is no longer one exterior west wall, but rather a series of sections of "walls" created by the extensive cracking. Stone has broken off and fallen due to pressure and movement. Emergency measures have had to be taken to keep pedestrians away from the sides of the walls. Stones have become displaced in many locations. Keystones have settled leaving voids which have had to be filled with cement. Engineering studies have shown that there are many voids throughout the interior of the walls, due to poor workmanship many years ago and movement since that time.

The foundations of the walls in some prominent locations are inadequate.

The walls are made up of an exterior of sandstone, an interior of stone rubble and brick, and a central core of loose stone rubble. Each stone in each vertical "layer" of the wall has a different expansion and contraction ratio, thus further complicating the provision for anything like a cohesive "whole". The building is, as you know of wall-bearing arched floor construction, and these are the walls that carry the thrust from the arches which support the interior loads.

This, then, is a brief description of the walls the restorationists would have us preserve as "a textbook of architecture."

Dr. Clair of The Thompson and Lichtner Company, who did the engineering studies on the condition of the west front and the remedial action required, as pointed out previously in this report and in prior hearings, gave careful consideration to many possibilities for correcting the conditions of the west walls and concluded in his 1964 report that a properly designed extension would provide the desired lateral support for the west central portion and would be the least hazardous and cause the least interference to continued Congressional use of the building during the construction period. He confirmed that position in his recent report to the Architect of the Capitol. In his 1964 report, quoted previously in this justification, Dr. Clair spelled out his reason for rejecting such possibilities as

1. Retention and repair of the existing walls.
2. Refacing the existing walls.
3. Removal of the outside sandstone completely and replacement by high quality marble and granite.
4. Removal of the entire wall and foundation and replacement by reinforced concrete with a facing of high quality marble and granite.

This is to say that Dr. Clair, an expert in the field of structural engineering related especially to old buildings in this country and abroad, did not recommend any of the "cosmetic" treatments recommended by some who have not given thorough study to the building and who do not shoulder the responsibility for the proper care, preservation and use of the National Capitol. His conclusions and recommendations are shared by the Capitol Commission in charge of

the project, the Architect of the Capitol and his professional staff, and every private-practicing architect and engineer who has been engaged to study the project and advise the Commission and the Architect of the Capitol.

For the reasons recited herein and previously to your committee, I strongly recommend against any further action toward so-called "restoration" of the Capitol's west front for the following cogent reasons:

1. Restoration does not provide a permanent solution. Whatever the form of restoration or the method, it would result in a makeshift job.

2. The appearance, if piecemeal repairs are made, would be more objectionable than the present painted surface.

3. If refaced, the cracks and bulges would again appear after a few years.

4. If the walls are rebuilt completely, the danger and risks would be too great.

5. The whole west central portion of the building, between the House and Senate Wings, including some interior rooms and spaces, would have to be vacated by the Congress over a long period of time.

6. The costs of restoration were estimated several years ago to be between $10,000,000 and $50,000,000. They have escalated since that time. Furthermore, a true cost figure is impossible to obtain. A leading advocate of restoration has stated publicly that restoration could exceed the cost of the proposed extension.

7. There are so many uncertainties involved in restoration or rebuilding in place, the work would have to be done under a cost-plus contract, with leeway as to the ultimate total cost.

8. No space would be gained in the Capitol for the vital operations of the Congress and for the use of the public.

Mr. Campioli, Assistant Architect of the Capitol, is prepared to elaborate on these points.

Estimate 1970
#45 - Ext. of Cap.

CONSTRUCTION, CHANGES AND ADDITIONS, CAPITOL BUILDING

United States Capitol

First Unit

The first unit constructed was the old North Wing, now commonly referred to as the old Supreme Court section of the Capitol. The cornerstone was laid September 18, 1793. This wing was completed and occupied by the Senate from 1800 to 1859 when the Senate moved to its present Chamber. It was also occupied by the House from 1800-1801 and from 1804-1807. It was, in addition, occupied by the Supreme Court from 1801 to 1935 when the Court moved to its present building and by the Library of Congress from 1800-1824.

The Senate originally met in a large room, two-stories in height, from 1800-1808. In 1808-1809 this room was divided into two rooms, one above the other. The Senate occupied the upper room, on the second or principal floor, from 1810 to 1859 as its Chamber. The Supreme Court, which had been provided with quarters elsewhere in the North Wing from 1801 to 1809, occupied the lower room, on the first or ground floor as its Chambers from 1810 to 1860.

Temporary Unit

On the present site of Statuary Hall, a temporary structure was erected, known as the "Oven", connected by an enclosed passageway to the North Wing, was occupied by the House from 1801 to 1804 when the temporary structure was removed from the site.

Second Unit

The old South Wing, now known as the Statuary Hall section, was the second unit to be constructed. It was completed and occupied by the House from 1807 to 1857. The House Chamber was located in the room now known as Statuary Hall.

Interrupted Occupancy

Due to the burning of the Capitol by the British in August 1814, the Senate and House, Supreme Court, and Library had to occupy other quarters outside the Capitol until 1819. During the period 1815-1819, the Old North and South Wings were reconstructed and restored.

Third Unit

The central section of the Capitol, between the old North and South Wings, was constructed during the period 1818-1829. The west side of the central section was occupied by the Library of Congress from 1824 to 1897 when the Library moved to its own building. The quarters in the Capitol vacated by the Library in 1897, were reconstructed into office and committee space.

Fourth Units

The present Senate and House Wings, containing the present Senate and House Chambers, were added during the period 1851-1859. The House has occupied the House Wing from 1857 to the present day. The Senate has occupied the Senate Wing from 1859 to the present day. During the period 1856 to 1865, the old low wooden dome over the original central section was replaced with the present 4,500-ton cast-iron Dome.

Interrupted Occupancy

Following a fire in 1851, the west central section occupied by the Library was reconstructed. After an explosion under the old Supreme Court Chamber in 1898, the old North Wing was restored through repair and reconstruction.

Fifth Unit

The terraces on the north, south, and west sides of the Capitol were added during the period 1884 to 1892.

Reconstruction Work

The old wooden roof construction over the original sections of the Capitol was replaced with steel and concrete construction in 1902. During the period 1949 to 1951, the Senate and House Chambers were completely remodelled in the manner they exist today. In addition to remodelling of the interior of the Chambers, the old cast-iron and glass skylights, which from 1857 to 1949 had served as the roofs over the two Chambers, were eliminated and replaced with new roof construction of steel and concrete covered with copper. During this period, it was necessary for the Senate and House to vacate their Chambers and occupy other quarters for three short periods.

Sixth Unit

During the period 1958 to 1962, the East Front Central Section of the Capitol was extended eastward 32-1/2 feet. The new Front is constructed of marble and is a faithful reproduction of the old sandstone front. During the period 1958 to 1969, other improvements have also been effected in the Capitol, including a major program of improvement of the lighting and wiring in the Capitol and repairs to the Dome.

CONSTRUCTION OF SENATE AND HOUSE OFFICE BUILDINGS TO PROVIDE ADDITIONAL ACCOMMODATIONS FOR THE SENATE AND HOUSE

SENATE OFFICE BUILDINGS

The first 3 wings of the Old Senate Office Building, facing Constitution Avenue, Delaware Avenue, and C Street, were completed and occupied in 1909. The fourth, or 1st Street Wing, was constructed in 1931-1933 and occupied in 1933.

The New Senate Office Building was completed and occupied in 1958.

HOUSE OFFICE BUILDINGS

The Old, or Cannon House Office Building, was completed and occupied in 1908. The New, or Longworth House Office Building, was completed and occupied in 1933. The Rayburn House Office Building was completed and occupied in 1965.

EXPENDITURES AND OBLIGATIONS - WEST CENTRAL FRONT OF CAPITOL - 1964-1969

Surveys, Studies, Preliminary Plans and Estimates and Emergency Repairs, West Central Front, 1964-1969

Engineering study of condition of West Front - 1964		
Engineering services (consultant)	$ 30,000	
Exploratory work (test pits, soil borings, and cores of wall construction)	71,393	
Total	$101,393	
Emergency repairs - 1965		
Engineering services (consultant)	$ 3,500	
Shoring and bracing	26,573	
Total	$ 30,073	
Preliminary plans and estimates of cost for Extension of the West Central Front, in accordance with Plan 2 approved by the Commission in charge of project 1965-1967		
Architect-engineer fees	$240,000	
Advisory architects' fees	4,500	
Model of Capitol (as it would appear, extended pursuant to Plan 2)	21,024	
Total	$265,524	
Administrative and Miscellaneous Expenses	$ 50,845	
Total 1964-1967		$ 447,835
Emergency repairs 1968-1969		
Engineering services (consultant)	$ 10,000	
Engineering (surveyor) services, to measure and record movements of building	7,273	
Additional emergency shoring & bracing for old Senate & House Wings at basement level, and for unsupported architrave stones of West Central Portico not supported by emergency shoring in 1964 or 1965; also repointing joints, filling cracks, and repainting sandstone masonry	70,163	
Administrative and Miscellaneous	26,243	
Total 1968-1969		$ 113,679
TOTAL, WEST CENTRAL FRONT 1964-1969		$ 561,514

The Speaker's Rooms
U.S. House of Representatives
Washington, D.C.

August 8, 1969

Honorable George W. Andrews, Chairman
Subcommittee on Legislative Appropriations
Committee on Appropriations
House of Representatives
Washington, D. C.

Dear Mr. Chairman:

As you are aware, the Commission for the Extension of the United States Capitol, of which I am Chairman, has had under consideration for several years, the remedial measures required on the west central front of the Capitol, which is in a dangerous state of deterioration.

Exhaustive studies by competent architects and engineers and other professional advisors have led them and the Commission to the conclusion that the west central front should be extended in much the same manner as the east central front was extended 1958-1961.

The Commission considered three plans to accomplish this purpose and approved the plan known as Plan 2. The Congress provided funds for the full development of preliminary plans and cost estimates and the preparation of a suitable model showing the appearance of the Capitol after completion of the extension work based on Plan 2.

The model was completed and placed, at my direction, on display in Statuary Hall of the Capitol in November, 1966, where it could be inspected and observed by the Members, the press, and the public.

The preliminary plans and cost estimates were also completed and sent by me to each Member of the House and Senate for their study and information.

Carrying out Plan 2 will accomplish the following:

1. Make the west front safe, sound, durable, and beautiful for the foreseeable future.

2. Provide greatly needed working space for the Congress, including some large committee hearing rooms, additional elevators, and escalators, as well as space for the public.

3. Provide service facilities for trucks, etc., on the west side underground and out of sight, which will do away with the rather disgraceful conditions we and the public observe daily now when deliveries are made and trash and garbage are removed "at our front door steps" via the East Plaza.

4. Strengthen the central front architecturally, while preserving the essential character of the original architecture.

The Members of the Commission have recently given further consideration to the urgency of this project and have agreed unanimously that the Architect of the Capitol be directed to request $2,000,000 in planning funds at this time. About 18 months time will be required for the preparation of contract plans and specifications, so if planning funds are granted this summer they should be completed late next year.

It would be helpful in moving this project along quickly if your subcommittee could see its way clear to recommend inclusion of the amount

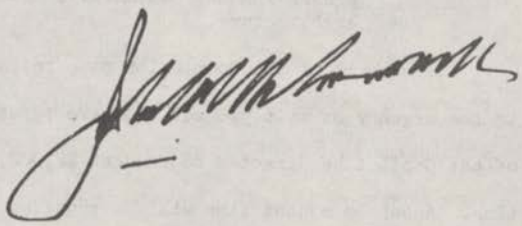
in the pending Legislation Branch Appropriation Bill.

I realize well, of course, that members of your committee have given much study and thought to this project over a period of years, during your hearings and other proceedings, have received an abundance of testimony, and are familiar with the need for pressing forward with the work if th- Capitol is to remain intact and to retain its former dignity and appreciation in the eyes of our people.

On behalf of the other Members of the Commission and myself, I urge the careful and favorable consideration by your committee of the request the Architect will submit for planning funds for this purpose pursuant to the Commission's directive.

With best regards, I am

Sincerely yours,



The Speaker's Rooms
U.S. House of Representatives
Washington, D.C.

August 14, 1969

Honorable Joseph M. Montoya, Chairman
Legislative Subcommittee
Committee on Appropriations
United States Senate
Washington, D. C.

Dear Mr. Chairman:

As you are aware, the Commission for the Extension of the United States Capitol, of which I am Chairman, has had under consideration for several years, the remedial measures required on the west central front of the Capitol, which is in a dangerous state of deterioration.

Exhaustive studies by competent architects and engineers and other professional advisors have led them and the Commission to the conclusion that the west central front should be extended in much the same manner as the east central front was extended 1958-1961.

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4. Strengthen the central front architecturally, while preserving the essential character of the original architecture.

The Members of the Commission have recently given further consideration to the urgency of this project and have agreed unanimously that the Architect of the Capitol be directed to request $2,000,000 in planning funds at this time. About 18 months time will be required for the preparation of contract plans and specifications, so if planning funds are granted this summer they should be completed late next year.

I have taken this matter up with the House Appropriations Committee and was advised that the Legislative Subcommittee plans to hold a hearing on the item a few days after the conclusion of the recess.

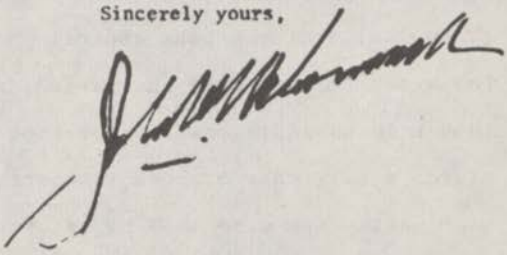
I realize well, of course, that members of your committee have given much study and thought to this project over a period of years, during your hearings and other proceedings, have received an abundance of testimony, and are familiar with the need for pressing forward with the work if the Capitol is to remain intact and to retain its former dignity and appreciation in the eyes of our people.

On behalf of the other Members of the Commission and myself, I urge the careful and favorable consideration by your committee of the request the Architect will submit for planning funds for this purpose pursuant to the Commission's directive.

I am sending a similar letter also to Chairman Russell.

With best regards, I am

Sincerely yours,



THE THOMPSON & LICHTNER CO., INC.
Engineers
8 ALTON PLACE, BROOKLINE, MASS. 02146

Telephone 232-2105
Area Code 617

August 20, 1969

Mr. J. George Stewart
Architect of the Capitol
Washington, D. C.

Dear Mr. Stewart:

We are sending you under separate cover details of our analyses of the measurements by Copeland and Watson, Land Surveyors of the movement vertically and horizontally of the walls of the west central portion of the Capitol. The measurements cover the period from August 1968 to April 1969 with an additional observation to be made in August 1969 giving a full year of load, temperature and weather effect. Examination was also made by us of the walls and the progressive formation of cracks noted. The measurements and observations were made following the recommendations of our report of November 1, 1964.

The data indicates that there is movement horizontally and vertically of most of the walls. The probable maximum settlement for one year will be one quarter inch which is a cause for concern in a structure of this type and age and confirms the need for corrective action recommended by our report of November 1, 1964.

THE THOMPSON & LICHTNER CO., INC.

The original posting and shoring was developed based on the assumption that a decision would be made so that corrective action would be started within five years. In our opinion the safety of the structure requires that you proceed without further delay with plans to permanently strengthen the foundations and walls or to relieve them of part of their loading and to install such additional temporary shoring, posting and bracing as is necessary until the work can be done. The observations of the movement of the structure should be continued.

Sincerely,

Miles N. Clair, President
THE THOMPSON & LICHTNER CO., INC.

MNC:j

THE THOMPSON & LICHTNER CO., INC.

Engineers

8 Alton Place, Brookline, Mass.

C
O
P
Y

November 1, 1964

The Honorable J. George Stewart
Architect of the Capitol
United States Capitol
Washington, D. C.

Dear Mr. Stewart:

We present herewith in five volumes, a Report on the Structural Condition of the West Central Portion of the United States Capitol, Extension of the Capitol Project, in fulfillment of Contract No. ACbr-540 of March 13, 1964, which included under paragraph 4, submission of a report of findings to the Architect of the Capitol upon completion of examinations, analyses, and studies, together with recommendations with respect to such remedial measures as may be deemed necessary, including recommendations as to (1) whether the existing wall, if found deficient, can be repaired in its present condition, (2) whether the existing wall can be refaced with marble in its present condition, (3) whether remedial action requires extension of the west central front and its reconstruction in marble, or (4) whether any other means of preservation are deemed feasible and advisable.

Plans and Specifications for Exploratory Work, including test pits, soil borings and cores of walls were prepared under date of May 15, 1964 with Invitation for a Proposal of June 10, 1964. The J. F. Fitzgerald Construction Co., Inc. of Canton, Massachusetts, was awarded the Contract

No. ACbr-545 for this work on June 29, 1964. Observations of the exploratory work, consultation and advice, examination, study, analyses and tests were performed by representatives of The Thompson & Lichtner Co., Inc. resident at the site or in Brookline, Massachusetts.

The purpose of this study being primarily to determine the structural condition of the exterior west wall of the Central or original portion of the Capitol, information was obtained on the quality of the facing sandstone, the backup fieldstone, the mortar used in laying the stone, the thickness, the workmanship, and the stresses in the wall. As the stability of the wall is dependent on the foundations and supporting soils, the Report on the Foundation Investigation of the Capitol of May 1957 was examined in detail and such additional borings, test pits and tests were made as appeared necessary. The interior of the West Portion of the Capitol was examined to determine whether there was evidence of structural distress and, in particular, if such conditions were affecting the exterior walls. The use to which an old structure, such as the Capitol has been subjected, and the conditions under which it was constructed required study of its history in evaluating the structural condition, particularly since much of the construction is covered by ornamentation and cannot be examined.

The facing stone is a white to light gray sandstone obtained locally and known as Aquia Creek sandstone. The color of much of this stone is also light brown gray or buff, depending on the iron content. Pieces of stone were removed and cores cut from the walls at sufficient locations to evaluate the quality of the walls. These samples were

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examined in the field and laboratory. Analysis shows the stone is composed of quartz grains cemented together largely by silica and therefore it is inert relative to compounds usually found in the atmosphere. Tests for compressive strength and absorption show that it is relatively weak and absorptive compared to sandstone normally used for exposed building stone. Observations of the disintegration of unpainted areas of the stone, such as the Bulfinch gate posts on Constitution Avenue at 7th and 15th Streets, confirm the low quality as related to resistance to weathering. Spalled areas are found throughout the wall surfaces and in the ornamentation, particularly of the entablature at the top of the building. There were also numerous patched areas and areas of replacement of stone. Spalling in certain areas probably is partly the result of the burning of the Capitol by the British in 1814.

The major portion of the stone shows softening and discoloration to a depth of 3/16" and no other signs of weathering despite the inferior quality of the stone, because it has been covered with paint. Painting started about 1822 and the wall was painted at about 8-year intervals thereafter as evidenced by the thickness of paint on the stone at present. Although the painting has been effective as protection, it has affected the architectural detail and quality which is found objectionable by those interested in the appearance. The removal of the paint should involve the removal of the affected 3/16" of stone behind and this would give rise to a similar objection since such removal of the paint could

not be made without changing the texture as well as the dimensions. The stone would then have to be repainted or treated with silicone at not over 5-year intervals to protect it from the weather.

Although the stone does not show evidence of major weathering because of the paint, there is a serious amount of cracking and dislocation of stones. The stones are found to have been carefully cut on the face and sides to uniform dimensions and plane, but rough cut in the back and the rear portion of the sides. The resulting ashlar dimensional sandstone masonry is of good line and surface and of excellent appearance. Voids of varying widths were found, however, behind almost all facing stone and the fieldstone or brick backup, evidencing movement of the two resulting from temperature and moisture, as well as settlement and load adjustment effects. The fact that the fieldstone is of granite gneiss means that is has a thermal coefficient of expansion of about 70% of that of the sandstone. The sandstone will have a higher or lower temperature than the backup and the differential movement in 100 feet could be 1/4 of an inch or more. There is no provision for expansion or contraction and, as the joints of the dimensional stone are very small, expansion could cause the poorly backed ashlar to bulge out and contraction would open up the joints causing cracks to appear. Water getting into the cracks and freezing would further open the cracks and cause heaving out of the wall. The situation is aggravated by the fact that in many locations voids of several inches in width are found in back of the ashlar which had not been filled in during the laying of the wall. The areas of the wall at the basement floor level above the

terraces on the Old House and Old Senate Wings which had veen veneered at a later date are in a dangerous condition. Bonding was done in those areas by the use of metal ties which have corroded and broken. Apparently the space between the veneer and the backup was not filled with mortar as called for by good practice. The walls are leaning and must be replaced shortly or they will fall.

The character of the cracking in the walls shows that an important factor is also settlement. Shrinkage cracks normally will appear at the edges of openings, such as windows and door frames, but would not cause cracking and dropping of lintels. Keystones will drop due to excessive loading or release of the support of the abutment stones of the arch. There must have been differential settlement of the foundations through the years causing cracking of the walls as investigation of the stresses due to loads does not indicate overloading of the arches or lintels as a cause.

The backup of the ashlar sandstone is brick masonry with lime mortar in the Old Senate Wing and elsewhere it is fieldstone or granite gneiss rubble with lime mortar. The stone is of good strength; the workmanship varies but, in general, is not of good quality containing many voids. The masons laid a reasonably good face in back of the sandstone and a poorer inside face, but were generally very careless about the interior of the wall which appeared to be constructed in some cases by dumping the stone in little or no mortar as a bed. The cores taken through this masonry and examination of the holes by means of a boroscope disclosed not only voids, but also stone and brick, providing further evidence of settlement.

Cracking of the walls can also result from shrinkage of mortar and because of the low strength of lime mortar, adjustment of the stone to solid bearing during the early life of the wall. Laboratory tests show that the brick and stone were of acceptable strength. The lime mortar was poorly mixed in many cases, and in one case the lime shells from which the lime was made were found in the mortar. The mortar is of such quality that it can only be classified as generally weak.

The structure, except for the exterior walls, has not been subjected to weathering and is not in a hazardous condition. Certain areas of the exterior walls are now in a dangerous condition and the entire walls in a very few years will be in a similar condition unless proper corrective measures are taken.

The structure represents a high quality of engineering for the materials, manpower and construction facilities available at the time of construction. The use of the local sandstone was probably dictated by time limitations and cost. The poor workmanship on the walls was undoubtedly the lack of good mechanics and the quality of inspection.

The conclusions and recommendations are summarized in the following:

1. The workmanship on the sandstone ashlar masonry facing is generally good.

2. The workmanship on the fieldstone rubble masonry is generally inferior.

3. The workmanship on the brick masonry is generally acceptable.

4. The sandstone used for the exterior facing is an inferior material for use in a monumental structure.

5. The fieldstone used for the backup of the sandstone and for foundation walls is generally a good material.

6. The brick used for the backup of the sandstone and for interior floor and foundation arches and walls is generally a satisfactory material.

7. The mortar used is largely a lime mortar and is generally not of good quality for such mortar.

8. The masonry facings at the terrace level on the west side of both the Old Senate and Old House Wings, which were not part of the original construction, are displaced and require prompt removal and replacement with proper bonding to the backup wall. The bottom course should be of granite.

9. The entablature at the front of the Center Wing is displaced and requires prompt removal and replacement.

10. The retaining walls of the terraces at both the Old Senate and Old House Wings require reconstruction of the foundations to provide adequate frost protection.

11. The exterior walls of the West Central Portion of the Capitol are distorted and cracked, and require corrective action for safety and durability.

12. Retention and repair of the existing walls as corrective action is not recommended as it would require the hazardous removal of much of the facing so as to allow installation of ties to the backup wall, or the installation of ties through the face joints with resulting disfiguration of the structure. There would still be walls and foundations of structurally inferior construction with the walls requiring continuing protective treatment.

13. Facing of the existing walls as corrective action with durable marble and granite, leaving the sandstone in place, is not recommended because it would require additions to the present foundations and there would still remain walls and foundations of structurally inferior construction without preserving the historic architecture.

14. Removal of the sandstone completely and replacement by high quality marble and granite as corrective action is not recommended because it would be a very costly and hazardous operation and there would still remain walls and foundations of structurally inferior construction.

15. Removal of the entire wall and foundation and replacement by reinforced concrete with a facing of high quality granite for the courses at grade and high quality marble above for the face stone is not recommended because of the hazard, cost and interference with occupancy.

16. Retention of the wall as an interior wall of an extended building is recommended as the least hazardous and as causing the least interference with the occupancy of the present structure. A properly designed and constructed extension would also provide desirable lateral support for the West Central Portion of the Capitol.

17. The attic roof slab in the House Wing requires corrective action because of the extensive corrosion of the reinforcing steel.

18. Drawings should be prepared of the Capitol so that there is readily available information on the structural condition in relation to the many mechanical and electrical, and other installations which have resulted in much cutting and patching. These drawings should be kept current so that the safety of the structure as affected by changes in installations and usage can be readily checked.

19. Level readings of vertical movements and measurements of horizontal movements should be taken annually of all important elements of the Capitol so as to provide data as a basis for corrective action before cracking and failures occur.

20. Piezometer readings to check the ground water level should be made on a regular schedule and the data used to assist analysis of the settlement data.

Respectfully,

/s/ Miles N. Clair

Miles N. Clair, President
THE THOMPSON & LICHTNER CO., INC.

ARCHITECT OF THE CAPITOL
WASHINGTON, D.C.

May 4, 1967

COMMENTS ON
A REPORT ON CONDITIONS OF THE WEST FRONT OF THE CAPITOL
Dated March 24, 1967, issued in the name of
The American Institute of Architects, Washington, D. C.

Authority for report: The report is not required by any law, nor was it requested by the Congress, the Commission in Charge of the Project, or the Architect of the Capitol.

Who issued this report: It was issued in the name of the American Institute of Architects, Washington, D. C. It is based on recommendations of a task force appointed by the President of the A.I.A. The task force is made up of two architects from Washington, D. C.; one from Detroit; one from Delaware; and one from Massachusetts.

Basis for selection of task force: Presumably the selection was made at the discretion of the A.I.A. President. The introduction includes a statement that such task force was to be completely objective, but it is interesting that the membership of the task force included a leading opponent of the West Front Extension and no proponents.

What does the report represent: Although made in the name of the A.I.A., it represents essentially the same position taken by the A.I.A. leadership for the past several years. It has not been voted on at an A.I.A. convention by the delegates representing the various chapters. It represents the opinions of only a few members of the Institute. An architect usually without exception likes to make up his own mind rather than having it made up for him by someone else. At the last A.I.A. convention, a motion condemning the West Front Extension was tabled by the delegates over the strenuous objections of the A.I.A. leadership.

As recently as a few days ago we were advised that the Committee for Preservation of Historic Buildings, Philadelphia Chapter, American Institute of Architects, had agreed to a resolution strongly recommending that the Chapter support the proposed Extension of the West Front of the Capitol.

Direction to the A.I.A. Task Force: According to the *introduction* in the report, the task force was instructed to determine (1) if restoration was impractical; (2) if restoration was too expensive, and (3) whether the proposed extension plan had validity. A search of the report reveals that the task force found restoration *not infeasible*. On expense, it is stated, *The American Institute of Architects does not know what the cost of restoration would be*. Further, they make no mention of the *validity* of Plan 2 as recommended by the professional architects-engineers engaged on the job and as approved by the Commission in Charge.

Time devoted to preparation of report: In recent weeks, we have heard statements that the A.I.A. task force spent five months going over the Capitol from basement to attic. They came to the Capitol in mid-November 1966 and spent a portion of one day in the Architect's office and touring the interior and exterior of the building. This is in contrast to the time spent by our Engineer Consultant who explored this problem from March 13, 1964, to September 22, 1965, and the thorough and lengthy studies of the professional architects engaged on the project.

What is the reported A.I.A. position in 1967:

They concluded that:

None of the defects in the structure *appears* to indicate the danger of collapse is imminent.

Retention and repair of the existing walls *is not infeasible*.

If restoration is decided upon, *our technology is up to the task*. Later in the report, they mention bringing in experts from Europe.

They have no cost estimate for the work. They admit restoration would be time-consuming and relatively expensive.

They support a program of preservation in the *purest sense of the word*.

They believe the planned extension of the West Front would be a mistake.

What was the A.I.A. position in 1958 when they were also against the Extension of the East Front of the Capitol:

Oddly enough, at that time, this organization said do not extend the East Front, but, instead, extend the West Front. Now, they admit the East Front has been successfully extended, but they say don't extend the West Front. This about-face on their part is clearly demonstrated by excerpts from several documents, as follows:

At the A.I.A. National Convention in Cleveland, in July 1958, the architects who led the fight for the A.I.A. against the East Front Extension were Ralph Walker, FAIA, Lorimer Rich, FAIA, and Douglas Haskell, AIA. They circulated a paper at the convention saying the practical space needs to be gained from the East Front Extension:

could be achieved in better measure by extending the West Front, and without the threatened architectural sentimental damage...

AIA Journal, January 1958, Architect Ralph Walker stated:

> ... everything that would be obtained by the predetermined plan...that of moving the east front and also extending the wings, could be accomplished much more pleasantly, esthetically and efficiently by the reconstruction of the west front which has no great historic significance.

From the Washington Post, August 13, 1958, page A-15:

> The AIA has a plan for providing much extra space by extending the West Front.

Memo No. 178 of the American Institute of Architects, Washington, D.C., January 27, 1958:

> It is believed that the space requirements could better be filled -- at far less cost -- by leaving the east front alone and, instead developing a proposed scheme for expansion on the west side of the building.

Hearing before a Subcommittee of the Committee on Public Works, U. S. Senate, 85th Congress, on S. 2883, February 17, 1958 -- Statement of Douglas Haskell (AIA) Editor of Architectural Forum, speaking as an individual and as a Member of the Committee to Preserve the National Capitol:

> We have no reason to worry over architectural changes of this sort in the less masterly Capitol west front and the concern of architects at this point can be dismissed into the realm of rhetoric.
>
> Mr. Chairman, the reason the east front extension is a boondoggle is that no practical effect is served that could not better be carried out on the western or terrace side, and with no architectural damage.

From the Washington Post, April 9, 1958, Page B-2:

> Haskell said a better answer to Congressional space problems can be found on the west side of the Capitol where 'there will be no esthetic controversy'.

From a "confidential" memorandum from one AIA Member to another Member in 1958:

> In my opinion, one feasible solution would be an addition on the west side which has always had an undigested look...

ITEM BY ITEM COMMENT ON THE AIA REPORT

AIA Report: On November 16 and 17, the Task Force met in Washington, having previously studied the Thompson and Lichtner engineering report and related material, individually.

Comment: This statement refers, in passing, to the task force studying, individually, the thorough and voluminous engineering report ordered by the Congress and made by an outstanding engineering firm. An examination of their conclusions, however, casts doubt upon this claim of studying the engineering report or, if studied, whether it was understood.

AIA Report: The Institute believes that Capitol Hill is the single most important land development in our Nation. We also believe that history will hold the architectural profession accountable for development of the Capitol and of Capitol Hill.

Comment: There is no law, rule, procedure or precedent which states or implies that the architectural profession is to be *held accountable* for the Capitol or Capitol Hill. Did the people of this Country elect this one profession or one professional society as the guardian of the Capitol? Of course not. The Congress itself is responsible to the people of the Country for the Capitol and the development of Capitol Hill.

It is proper that the architects should show interest in the Capitol and the development of Capitol Hill, but this same interest is just as dear to the landscape architects, and the various engineering societies; and we do not find them trying to dictate to the Congress or charging the Congress with *indifference*. Example: the American Society of Landscape Architects examined the extension plans and made suggestions which we accepted. That Society then agreed to take no position on the extension project *in view of the fact that it has been in preparation for years with private and public knowledge and approval, and is in the hands of eminently qualified professional persons of high standing in their own organizations.*

AIA Report: The West Front of the Capitol is in a state of disrepair. Numerous cracks are in evidence on the exterior of the building. Some window lintels and keystones have cracked and slipped. Several of the architrave stones have sagged. The foundations, at some points, are not far enough below the finish grade to escape frost damage. However, none of the defects appears to indicate that danger of collapse is imminent or that correction is impracticable.

Sandstone

There is some professional opinion that the sandstone facing used on the West Front was inferior to begin with and its deterioration when exposed to the weather was predictable. Though this stone is obviously inferior to some other stones for exterior use, the same can be said of marble. In the Old Patent Office for example, there is no serious deterioration of the sandstone facing of the first wing. Yet the adjoining wings of marble are badly deteriorated. The example is pertinent since the facing for the Capitol's West Front and the Old Patent Office building come from the same sandstone quarry. This suggests that the condition of the sandstone on the West Front may be partly due to causes other than the quality of the stone.

Comment: What the AIA refers to as *disrepair* could more correctly be labeled structural deterioration. It is not just a case of scaling paint and eroding of the sandstone. The thousands of cracks and displaced stones are not repair items, but are due to the inherent structural weaknesses of the construction.

The condition and quality of the sandstone varies as was evidenced from our work on the Extension of the East Front. We have records as early as 1793 indicating the failure of the sandstone. The deterioration has been reported from time-to-time ever since.

George Washington on December 15, 1793, stated he was concerned that the freestone was of VERY soft nature.

William Thornton and Gus Scott - May 15, 1795, expressed disappointment in the quality of the stone and lamented that stone already sent had not been thought exceedingly fine in grain or strong in texture for the work to which it is to be applied.

George Blagden wrote on May 1, 1824 -- ...the freestone from the island quarries was extremely variable and that no reliance could be placed on its strength or durability and lamented the capacity of the quarries.

Thomas U. Walter - March 29, 1838, comments in reference to the public buildings of Washington, the frailty of the material of which they are composed. He considered it a great evil that more durable stone was not used and that in a very few centuries the sandstone structures of Washington must inevitably perish.

The sandstone came from many quarries in Aquia Creek area. It would be absolutely impossible to determine which stone came from which quarry. Certainly, the stone for the Capitol and the Old Patent Office did not come from one quarry. There was great variance of the stone from the several quarries. During the construction of the Capitol and White House, sandstone was delivered to either building site based on need at the time.

Sandstone was used only on part of the Patent Office Building, which Architect Robert Mills started in 1836; the middle and north sides were built of granite and marble. Incidentally, the sandstone is on the south side of the building where exposure to the elements is not as severe as on the north, east and west. But there is no doubt as to Mills' preference for a permanent building material when he wrote, "...in regard to the material of which the building should be constructed, there is no question in the choice between the freestone and the granite, or the marble. When the subject was under consideration with the President, I respectfully urged the adoption of the granite..."

AIA Report: Cracks

Several of the architrave stones of the portico are definitely sagging and have been shored. Some window lintels and keystones have both cracked and slipped. The foundations, although below the finish grade, are subject to frost damage at several points. The basement wall of the center part of the SW corner in the court has also been shored. When the grade was lowered in this court the foundations thus exposed were veneered and it is this unbonded stone covering that has come loose from its back-up and required shoring. No cracks are in evidence on the interior but this is explained by the fact that constant repairs have kept pace with the cracks. The explanation given by the Assistant Architect of the Capitol that visible exterior cracks are due to settlement and expansion of the wall appears reasonable.

Comment: Also, the basement wall of the center part of the NW corner in the court has been shored.

It is suspected that many of the continuous cracks from top of wall to the foundations were the result of the terrific heat expansion produced by the burning of the Capitol in 1814 by the British, the fire in the Library of Congress in the West Central Wing of the Capitol in 1851, and the gas explosion in the original Senate Wing in 1898. Cracks in individual stones are, undoubtedly, the result of uneven settlement of the exterior wall or the use of weak stones or a combination of both. Evidence of what can happen to sandstone which actually came from the same quarry as that used in the Capitol can be obtained by examining the sandstone piers on Constitution Avenue, near the White House. There were many quarries at Aquia Creek which produced varying quality of sandstone -- some soft, friable, others less so.

The keystones are wedge shaped and could drop only by the spreading in length of the wall in which they are inserted. Under their present load, these keystones have already had motion and settlement in the walls of the west portion of the Capitol.

AIA Report: However, no visible effort has been made recently to fill these cracks in order at least to deter the penetration of moisture. Had this been done as the cracks appeared it is likely that the disgraceful appearance of the exterior surface due to scaling paint could have been avoided.

Comment: While the west central sandstone front has not been painted since 1960, it had been painted regularly every four to five years up to that time from 1819. At such times, the many cracks were pointed and painted over. However, the continuous expansion and contraction of these heavy masonry walls has reopened the cracks in the past prior to succeeding paint jobs, thereby admitting water which penetrated the stone and remained water-logged behind the paint, resulting in spalling from the effects of freezing and thawing. Inasmuch as it appeared Congress would seriously consider proceeding with the Extension of the West Central Front, the Appropriations Committees did not grant funds budgeted within recent years for painting the West Front.

AIA Report: The Capitol Architect's staff engineer reports that the building is not out of plumb. Thus while the Capitol is experiencing some vertical settlement it is not slipping down the hill.

Comment: While the building may or may not be out of plumb (there is no survey to prove or disprove this fact), there are bulges in the exterior. Slippage down the hill could occur without necessarily causing the walls to go out of plumb. The following is from testimony before the Commission by the engineer retained:

Speaker McCormack: Are any of the walls displaced or moved from the original position?

Dr. Clair: All the walls all around are displaced from the original position, sir. Anything from, as in the case of this one, of 3 or 4 inches, as the borings through the walls show, there is hardly a place that there is not a movement of the facing of the wall from the interior of the wall.

Speaker McCormack: Are any parts of the wall displaced?

Dr. Clair: All of this wall is. We found hardly a place in the whole old west front, the old Senate wing, old House wing, and the old center section, that the wall has not been displaced.

Speaker McCormack: Is the displacement stabilized or can it be expected to progress further?

Dr. Clair: It is not stabilized. It is progressing and that is as indicated by the fact that there is an increasing number of cracks found in our investigation which did not show in a previous study several years ago.

AIA Report: In short, none of the above-mentioned defects appears to indicate that danger of collapse is imminent or that correction is not practicable.

Comment: This statement is at variance with statement made by Dr. Clair at Hearings before the Extension of the Capitol Project Commission:

Statements by Dr. Clair at Hearing Before the Commission for Extension of the United States Capitol, 89th Congress, First Session on the Condition and Proposed Extension of the West Central Front of the U. S. Capitol, June 24, 1965:

The fact is that this type of construction, if you had even a minor earthquake would lead I am sure to not only falling of the exterior stone but also, with that, partial collapse of these walls. That is one of the reasons it is desirable to put another structure here that can brace this structure...

Mr. Ford: Is it developing at an accelerated rate?

Dr. Clair: Sure it is, otherwise we would not have been able to find the difference in the few years between the previous observations, which are marked on here, and our observations of cracking...

Speaker McCormack: Are there any dangerous conditions which require immediate attention? If so, what would be involved?

Dr. Clair: Well, just to work backward on this model. To correct the condition of the foundations at the retaining walls of the terrace, they would have to be underpinned...

Dr. Clair. This must be done. Something must be done on this immediately, sir.

Speaker McCormack: What do you mean by "immediately"?

Dr. Clair: Next week. I am not kidding. I think it is so serious something should be done at once.

AIA Report: Subsequent events have proved the 1957 survey unreliable. (Space Survey)

Comment: Like most forecasts, the 1957 survey produced the best information that could be developed at that time, but additional legislation, tremendous increase in population and jurisdictions have increased the requirements then anticipated, hence the need for greater space. While there has been no additional survey since then we have kept track of space needs and are familiar with up-to-date requirements.

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AIA Report: It is quite possible that some of the functions now housed in the Capitol building could be moved to other new or existing buildings with no loss of efficiency.

Comment: The space needs made evident to us indicate that only such functions which need to be in the Capitol are presently and proposed to be placed in the Capitol.

AIA Report: There is obviously a limit to the amount of space which can be added to the Capitol if it is to retain any resemblance to its original form -- or even to the present building. Congress will presumably decide at some point not to make any more additions to the Capitol. We believe the Congress should make that decision now while the one remaining original wall can be saved as visible evidence of our heritage.

Comment: Such a decision, if made, should follow the Extension of the West Central Front of the Capitol. The extension will once again place the Capitol in sound structural condition and complete the revised composition of the design begun with the addition of the present Senate and House Wings and the addition of the present dome more than 100 years ago. The "one remaining original wall" when built was not as it appears today, coated with more than 35 coats of paint, cracked and patched. Cleaning and removing the paint would destroy more of the delicate carvings on column and pilaster caps, cornices, consoles, carved panels, etc. One has only to look at the glass covered portions of carvings on the old east front of the original Senate and House Wings to see the condition of the sandstone when exposed to the weather.

Plans for the Capitol have been altered and added to from a time when it was not sufficiently completed for the initial occupancy (Latrobe drawing - 1806). Further, additions have been made as the needs of Congress required them. The Congress meets and works in the Capitol building and surely no one is more qualified to know the needs than the Congress itself. The current need for additional space inside the Capitol proper is evidenced by the present numerous requests for space and facilities, and the severely crowding of facilities.

AIA Report: If the extension is carried out, the work of important early American architects and landscape architects would be lost forever -- namely, Thornton, Latrobe, Bulfinch, and Olmstead. The work of these significant American architects would seem important to keep in a world in which we are losing many of our original resources in buildings and nature.

Comment: Was the work of the early architects lost when the East Front was extended 1958-1962? Of course not. It is there today for all to enjoy. Neither will it be lost on the West Front Extension. It will be there also in permanent construction for which the whole nation can be proud. The so-called "restoration" proposed by the AIA task force would result in replacing many, many of the present stones, so it would in the end be a replica. The proposed extension would likewise be a replica of the essential features of the architecture.

AIA Report: Restoration work done on historic buildings in Europe indicates that walls and columns which have deteriorated have been reinforced effectively by a system of drilling diagonal holes through the masonry, inserting reinforcing rods, and forcing grout under pressure into the holes. Another successful technique called "needling" involves the use of temporary steel beams to take the load off parts of the wall while other areas of the wall are being repaired.

Comment: Except for the exterior architectural treatment, the restoration of the walls of the structure is an engineering problem and is well presented in The Thompson and Lichtner Company, Inc., report. Should restoration be undertaken the services of a most qualified and experienced engineering firm and contractor would be required. To accomplish the job outlined above would require destroying the interior finish much of which has decorative painted treatment on walls and ceilings. If walls and ceilings are solidified through intrusion grouting under pressure, undesirable conditions would develop such as sweating in winter on interior finished surfaces through condensation. Present voids in walls act as insulation against conduction. Solidification of walls might also result in new expansion cracks with resultant leaks. In order to needle the walls, it would be necessary to solidify the interior core of the exterior walls with the resultant damage mentioned.

AIA Report: If restoration is undertaken, Congressional leaders with offices located on the West Front would have to move and this certainly would be an inconvenience. But this inconvenience would occur even if the West Front was extended.

Comment: The latter is not a statement of fact as the Congressional leaders would not be inconvenienced except to a very minor degree as compared to the amount of inconvenience in an overall restoration. Restoration would result in vacating all the rooms on the West Central side including Statuary Hall. We constructed the East Front without moving out any Members.

AIA Report: Restoration: Cost. No estimate has been made by the Capitol Architect to determine the cost of restoring the West Wall in its present location on the grounds that restoration was not the best solution and there were too many unknowns to arrive at a reasonable estimate. The American Institute of Architects does not know what the cost of restoration would be. However, it is unlikely that the cost of restoration would approach the total cost of extension.

Comment: This is at variance with Dr. Clair's statement that restoration might cost anywhere from $10 million to $50 million. A member of the task force recently stated to a group at the Capitol that cost of so-called restoration could exceed the cost of the extension. It is anybody's guess as to what the cost of restoration would amount to, as such work would have to be done on a cost-plus basis, solving problems as the work progresses and the unknown conditions are revealed. There would be considerable risk attached to such an operation without any assurance that failure of the brick floor arches might not occur after the shores are removed.

AIA Report: Master Planning: For example, most universities, towns and cities of consequence have recognized the benefit of a master plan. And Congress has insisted that comprehensive master planning be accomplished before Federal funds are granted for interstate highways, model cities and other development programs. Yet no such plan exists for Capitol Hill.

Comment: In recent years, a Senate Bill for providing a master plan for Capitol Hill was supported by the Architect of the Capitol, but the Bill has not been enacted. The Architect of the Capitol is in favor of a master plan and recommended that such a plan be made by the National Capital Planning Commission and his office jointly. But, really, preparation of a master plan has little or no effect on the need to provide the Capitol with a permanent west face.

AIA Report: Conclusion: Restore the West Front. The American Institute of Architects recommends that the West Front of the Capitol be restored and that Congress establish a permanent policy prohibiting any further major alteration to the Capitol other than that absolutely necessary for structural and safety reasons.

Comment: Such a policy, if made, should come after the extension of the West Front when the building will be in a sound condition.

AIA Report: No evidence has been produced that would make impracticable the restoration of the West Wall in its present form. The encrustations of paint should be taken off and only those parts of the original facade that are dangerously damaged or deteriorated should be removed to be replaced with the same material as that of the original walls. The more aged, eroded condition of the stone of the West Front should be considered honorable evidence of its survival as one of the earliest of our major public buildings. It is a condition that does not detract from the beauty of the building when viewed from a distance, and it is one which adds considerably to its interest and historic significance when examined close-at-hand.

The American Institute of Architects believes it would be a mistake to cover up the last remaining exterior portion of the original Capitol. We strongly urge that the greatest symbol of our country be preserved.

Comment: The conclusion of the A.I.A. Committee is, of course, at variance with the rather extensive structural analysis of the various alternatives and recommendations made by the independent engineering consultant, The Thompson & Lichtner Company, Inc., in their "Report on the Structural Condition of the West Central Portion of the United States Capitol," dated November 1, 1964.

Further, the statement is not a fact. The reports from the engineering consultants indicate this operation would, indeed, be hazardous and costly in attempting to remove portions of the old walls in order to replace the many damaged stones now exposed and/or concealed by the encrustations of paint.

Aquia Creek sandstone quarries are no longer operative and replacement material to match the existing sandstone is not available and certainly not from the twenty or thirty depleted quarries which furnished stone for the Capitol and other city buildings at that time.

SUMMARY COMMENT

The A.I.A. report has some commendable qualities: it is brief, it is presented in a rather inoffensive manner compared to the hysterical and emotional protest from this organization several years ago against the East Front Extension; and, at least, it shows that a few members of the A.I.A. have given some thought to the West Front Project.

To our mind, however, it lacks the thoroughness of the studies made by the professional architects-engineers retained by the Commission; it is in many respects too general, too vague and too "iffy." Such a report can be made and perhaps is appropriate for an organization that does not have the responsibility for the safety and maintenance of the structure and the well-being of the occupants. But the Congress cannot afford to take chances with a "maybe" program.

In some ways, what the A.I.A. report does not say is more important than that which is said:

They do not indicate precisely how their recommendations could be satisfactorily carried forward;
They do not tell the Congress what the building will look like when the 30-odd coats of paint are removed and the voids, cracks, and eroded sections are laid bare;
They do not outline the technique for removing the paint from the already crumbling and disintegrating sandstone ornamentations or from other portions of the building (we know from our experience with the East Front panels preserved in the main corridors that it is impossible to satisfactorily remove the heavy coatings of paint from these old, decaying architectural features, especially where they have been exposed to the elements);
They do not refer to the spotty appearance of the building that would be created by new stones contrasting with the old stones quarried over 160 years ago and now saturated with the vehicle of the paint;
They do not say that the wall with replaced stones would crack once again from the lack of expansion and contraction provisions, which cannot be built into a wall already constructed;
They do not say that many stones would have to be removed whether sound or not to accommodate the replacement of damaged projecting stones such as cornices, belt courses, etc., which are in effect cantilevered;
They say little or nothing about the danger to the building and occupants that could result from their recommendations;
They do not estimate the cost of their program;
They do not say whether the Extension Plan 2, prepared, reviewed, and recommended by eminent members of the A.I.A., is good, bad, or even satisfactory.

What a shame it would be to butcher this old building in the manner they propose. Their program, if it can be called that, in the name of restoration and/or preservation, is an open invitation to endless expense of public funds, continued admittedly poor structural conditions on this section, a scabby appearance of West Front overlooking the mall, and stifling any further space growth for Congressional operations in the Capitol.

****

Senator MONTOYA. I would also like to have you, Mr. Stewart, insert in the record in proper order the different pieces of legislation and the reports of the Capitol Building Commission which led to the initial funding of $300,000 for the initial planning.

Would you insert that in the record at this point.

Mr. STEWART. I will see that that is done.

(The acts and reports follow:)

BACKGROUND INFORMATION OF COMMISSION AND COMMITTEE ACTION PERTAINING TO APPROPRIATION OF $300,000 FOR PREPARATION OF PRELIMINARY PLANS AND ESTIMATES OF COST FOR EXTENSION OF THE WEST CENTRAL FRONT OF THE CAPITOL.

MEETING

COMMISSION FOR EXTENSION OF THE UNITED STATES CAPITOL

March 6, 1964

The Commission for Extension of the United States Capitol held a meeting in the office of the Speaker of the House of Representatives at 2:45 P.M., Friday, March 6, 1964.

The following Members of the Commission were present:

Honorable John W. McCormack, Speaker of the House of Representatives, Chairman
Honorable Carl Hayden, President Pro Tempore of the Senate
Honorable Everett McKinley Dirksen, Minority Leader of the Senate
Mr. J. George Stewart, Architect of the Capitol

The following Member was absent:

Honorable Charles A. Halleck, Minority Leader of the House of Representatives

* * *

The Chairman called the meeting to order and stated that the meeting was being held in order that the Commission might take the action necessary to carry out the provision of Public Law 88-248, 88th Congress, authorizing a survey, study and examination of the structural condition of the west central portion of the United States Capitol.

* * *

After careful consideration and discussion, upon motion of Senator Hayden, the Commission unanimously approved the following:

1. Directed the Architect of the Capitol to Enter into a personal service contract, in the amount of $30,000, with The Thompson and Lichtner Company, Inc., of Brookline, Massachusetts, for furnishing the necessary engineering services to make a survey, study, and examination of the structural condition of the west central portion of the Capitol, extending from the House Connection to the Senate Connection, and of adjacent terrace walls, including examination and analyses of test pits, soil borings, and cores of wall construction; to make reports of findings; and to make recommendations with respect to such remedial measures as may be deemed necessary, including the feasibility of corrective measures in conjunction with extension of such west central portion.

* * *

Action taken by Commission for Extension of the United States Capitol, at public hearing held by the Commission, June 24, 1965.

Pertinent extracts:

EXTENSION OF THE UNITED STATES CAPITOL

THURSDAY, JUNE 24, 1965

U.S. SENATE,
COMMISSION FOR EXTENSION OF THE U.S. CAPITOL,
Washington, D.C.

The Commission met, pursuant to call of the Chairman, at 10 a.m., in room EF-100, U.S. Capitol, Chairman John W. McCormack presiding.

Members of the Commission for Extension of the U.S. Capitol present: Hon. John W. McCormack, Speaker of the House of Representatives, Chairman; Hon. Hubert H. Humphrey, President of the Senate; Hon. Gerald R. Ford, minority leader of the House; Hon. J. George Stewart, Architect of the Capitol.

Witnesses: J. George Stewart, Architect of the Capitol; Mario E. Campioli, Assistant Architect of the Capitol; Dr. Miles N. Clair, president, The Thompson & Lichtner Co., Inc.; Philip L. Roof, executive assistant to the Architect of the Capitol; Walter L. Rubel, coordinating engineer, Office of the Architect of the Capitol; Charles A. Henlock, administrative officer for the Architect of the Capitol.

Speaker MCCORMACK. The meeting will come to order.

I believe this is the first public hearing held by this Commission under my chairmanship, called for the purpose of making available to the Congress, the press, and the public the results of the engineering study on the west central front of the U.S. Capitol and to consider what further steps should be taken to correct any existing deficiencies.

We are to receive testimony this morning from Mr. Stewart, the Architect of the Capitol, and Dr. Clair, representing the firm of The Thompson & Lichtner Co., Inc., who made the recent engineering study.

If there are others who would like to be heard on this matter, if you will identify yourself to Mr. Roof, we will be pleased to hear you.

* * *

Speaker MCCORMACK. We are pleased to have with us this morning Dr. Miles N. Clair, president of The Thompson & Lichtner Co., Inc., who made the recent engineering study on the condition of the west central front.

We have had your report for several weeks, Doctor, and I want to compliment you on the thoroughness of your study which is well illustrated with appropriate drawings and photographs. A complete copy of the report is available on the table for the use of any members of the press who desire to review it.

We would be glad to hear from you, Dr. Clair.

STATEMENT OF DR. MILES N. CLAIR, PRESIDENT, THE THOMPSON & LICHTNER CO., INC.

* * *

Speaker McCormack. How serious is the deterioration of the sandstone portion of the west front? We know about your qualifications. You are one of the outstanding firms in the country. We know about that but will you give us your expert opinion on how serious is the deterioration of the sandstone portion of the west front?

Dr. Clair. It is very serious.

* * *

Speaker McCormack. Would these stopgap measures, assuming they were carried out, be economical and a satisfactory solution over a long period of time?

Dr. Clair. No. What is needed here, sir, is to correct this whole condition. The condition you have of a wall here that is not in a good condition and is deteriorating and all these stopgap things that you do, of course, simply put off the day when you have to do the whole job. What is needed here is to, in my opinion, protect this whole wall, enclose it just as you did on the east side by another structure.

* * *

Speaker McCormack. Any questions?

Mr. Architect?

Mr. Stewart. I would like to ask Dr. Clair one question.

Do you not think that the danger of a collapse in this building is aggravated by the type of construction, the arch construction which throws all its weight onto these walls?

Dr. Clair. The architects, as I say, were very clever. As an engineer I admire what they did and the way they threw their arches and so on. They recognized the lack of probable stability of these walls and they put their minor arch loads on the walls. That is the reason the walls are still there, in my opinion. If they had not done that you would have had much worse cracking and bulging and difficulty. The fact is that this type of construction, if you had even a minor earthquake would lead I am sure to not only falling of the exterior stone but also, with that, partial collapse of these walls. That is one of the reasons it is desirable to put another structure here that can brace this structure.

* * *

Speaker McCormack. It is your opinion that the addition to the west side of the Capitol is necessary to constitute proper lateral support for that?

Dr. Clair. Yes; support for the whole west side of the old structure.

* * *

Speaker McCormack. What are your recommendations, Mr. Architect?

Mr. Stewart. As Architect of the Capitol, I fully endorse the findings and recommendations contained in the report submitted by The Thompson & Lichtner Co.

In order that these recommendations may be implemented, it is my recommendation that I be authorized and directed by the Commission for the Extension of the U.S. Capitol to submit to the House and Senate Appropriations Committees request for funds for the preparation of a new set of preliminary plans and estimates of cost for the extension, in marble, of the west central front of the Capitol, based on the findings in The Thompson & Lichtner Co. report.

* * *

Speaker McCormack. * * * we were having Dr. Clair present his testimony. He is with the firm of Thompson & Lichtner Co. His company did this study and made the report on the condition of the west front. He is just giving some very important testimony. And it is very important in the interests of preserving the west side of the Capitol. This relates to the stability of the whole Capitol and giving immediate consideration to progressing.

The substance of the testimony is that there should be an addition to preserve the original structure of the west side. What we might call the lateral support, I suppose, that is necessary. He gave some very striking testimony as to the situation on the west side of the Capitol and how it is very important that immediate consideration be given to that. The Architect made a good recommendation. In order that these recommendations may be implemented, it is the Architect's recommendation that he be authorized and directed by the Commission for the Extension of the U.S. Capitol to submit to the House and Senate Appropriations Committees a request for funds for the preparation of a new set of preliminary plans and estimates of cost for the extension, in marble, of the west central front of the Capitol, based on the findings in The Thompson & Lichtner Co. report.

I think this is a very logical suggestion. I believe in action. We are faced with a very serious situation. If anything should happen, the responsibility rests on the members of this Commission.

* * *

Mr. Ford. Mr. Speaker, I move the adoption of the recommendation.

Vice President Humphrey. I second the motion.

Speaker McCormack. The question is on the motion. Members in favor say "Aye"; opposed, "No."

It is unanimously voted.

89TH CONGRESS, 1st Session } HOUSE OF REPRESENTATIVES { DOCUMENT No. 278

SUPPLEMENTAL APPROPRIATIONS FOR VARIOUS AGENCIES AND THE DISTRICT OF COLUMBIA

COMMUNICATION

FROM

THE PRESIDENT OF THE UNITED STATES

TRANSMITTING

PROPOSED NEW OBLIGATIONAL AUTHORITY FOR VARIOUS AGENCIES AND FOR THE DISTRICT OF COLUMBIA FOR FISCAL YEAR 1966

AUGUST 26, 1965.—Referred to the Committee on Appropriations and ordered printed

* * *

ARCHITECT OF THE CAPITOL

CAPITOL BUILDINGS AND GROUNDS

Extension of the Capitol

For an additional amount for "Extension of the Capitol", $300,000.

* * *

89TH CONGRESS } HOUSE OF REPRESENTATIVES { REPORT
1st Session } { No. 1162

SUPPLEMENTAL APPROPRIATION BILL, 1966

OCTOBER 13, 1965.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. MAHON, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.R. 11588]

The Committee on Appropriations submits the following report in explanation of the accompanying bill making supplemental appropriations for the fiscal year ending June 30, 1966, and for other purposes.

X X X

ARCHITECT OF THE CAPITOL

Two items for preliminary plans and cost estimates for new construction are in the bill, one of $300,000 for rebuilding and extending the West central front of the Capitol Building, the other of $500,000 for the newly authorized Library of Congress James Madison Memorial Building (third Library building). Each amount is what was requested, though the need to move this end-of-session supplemental bill out of committee precluded full compliance with the formalities of an official budget estimate submission in the case of the Library item.

West central front.—The proposed work is authorized by the law set out on page 363 of part 1 of the printed hearings. The $300,000 is based on a decision of the Commission for the Extension of the Capitol that the work needs to proceed. That, in turn, rested on a finding, after extensive tests by an outside engineering firm, that the old sandstone west wall is in a seriously deteriorated condition—so much so in fact that the Commission, on advice of the outside expert, ordered a contract let for emergency shoring-up work which has just been completed.

The $300,000 is for preliminary plans and estimates of cost only. A scale model based on the preliminary plans will be made and available for inspection and study. The rough range of cost of the project is said to be $24 to $31 million, but there is no authority to proceed with construction contracts, or even detailed plans and specifications until the Commission approves the plan, a further estimate of cost is available, and the Congress appropriates the money for the work in a future bill.

Something like 4½ acres of floor space may be added. If the project moves without long delays, the Committee was told that the completion date would probably fall sometime in 1970. Rather complete details are in the hearings.

Calendar No. 898

89TH CONGRESS, 1st Session | SENATE | REPORT No. 912

SUPPLEMENTAL APPROPRIATION BILL, 1966

OCTOBER 19, 1965.—Ordered to be printed

Mr. PASTORE, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.R. 11588]

* * *

CHAPTER VII

LEGISLATIVE BRANCH

* * *

ARCHITECT OF THE CAPITOL

WEST CENTRAL FRONT

Supplemental budget estimate	$300,000
House allowance	300,000
Committee recommendation	0

* * *

The committee considered an estimate in the amount of $300,000, allowed in full by the House, for preparation of preliminary plans and cost estimates for rebuilding and extending the west-central front of the Capitol Building.

Under preliminary discussions, it is estimated some 4½ acres of floor space could be available if the west-central front is extended at a cost of between $24 and $31 million.

The committee has deleted the appropriation from the bill. The committee believes such a vast expansion is unnecessary and recommends that the plans be revised and resubmitted for consideration next year.

* * *

89TH CONGRESS } HOUSE OF REPRESENTATIVES { REPORT
1st Session } { No. 1198

SUPPLEMENTAL APPROPRIATIONS, 1966

OCTOBER 21, 1965.—Ordered to be printed

Mr. MAHON, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany H.R. 11588]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 11588) making supplemental appropriations for the fiscal year ending June 30, 1966, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 5, 7, 12, 15, 20, 21, 22, 49, 50, 52, 61, 71, 72, 73, 74, 75, 76, and 77.

* * *

GEORGE MAHON,
JAMIE L. WHITTEN
(with reservations),
JOHN J. ROONEY (except
as to amendment No. 7),
JOHN E. FOGARTY,
JOE L. EVINS,
FRANK T. BOW,
CHARLES R. JONAS
(with reservations),
MELVIN R. LAIRD,
Managers on the Part of the House.
JOHN O. PASTORE,
SPESSARD L. HOLLAND,
CARL HAYDEN,
ALLEN J. ELLENDER,
LISTER HILL,
JOHN L. MCCLELLAN,
A. WILLIS ROBERTSON,
WARREN G. MAGNUSON,
JOHN STENNIS,
ROBERT C. BYRD,
MIKE MONRONEY,
MILTON R. YOUNG,
LEVERETT SALTONSTALL,
KARL E. MUNDT,
MARGARET CHASE SMITH,
THOS. H. KUCHEL,
ROMAN L. HRUSKA,
Managers on the Part of the Senate.

* * *

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 11588), making supplemental appropriations for the fiscal year ending June 30, 1966, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon and recommended in the accompanying conference report as to each of such amendments, namely:

* * *

CHAPTER VII

LEGISLATIVE BRANCH

* * *

ARCHITECT OF THE CAPITOL

Amendment No. 61: Restores language of the House providing the appropriation of $300,000 for plans in connection with the extension of the west central front of the Capitol. The conferees reiterate the statement carried in the House report on this item which reads as follows:

> * * * there is no authority to proceed with construction contracts, or even detailed plans and specifications until the Commission approves the plan, a further estimate of cost is available, and the Congress appropriates the money for the work in a future bill.

* * *

Explanatory statement made on the Senate Floor, October 21, 1965, by Senator Pastore, Chairman of the Senate Conferees

" In chapter VII, providing for legislative items, the Senate conferees have accepted the provision of $300,000 for the extension of the west central front of the Capitol."

* * *

COMMISSION FOR EXTENSION OF THE UNITED STATES CAPITOL
Washington, D. C.

October 22, 1965

Mr. J. George Stewart
Architect of the Capitol

Dear Mr. Stewart:

Upon approval of the Supplemental Appropriation Act, 1966, you are hereby authorized and directed to direct Roscoe DeWitt, Fred L. Hardison, Alfred Easton Poor, Albert Homer Swanke, and Jesse M. Shelton, the architects for the Extension of the Capitol Project, to proceed under their contract ACbr-427 with the preparation of new preliminary plans and estimates of cost for the Extension of the West Central Section of the United States Capitol, such extension to be in marble, at a cost of Two Hundred Forty Thousand Dollars ($240,000), and to take such action as may be necessary to implement this Directive.

Speaker of the House of Representatives,
Chairman

President of the Senate

Minority Leader of the Senate

Minority Leader of the House of
Representatives

Architect of the Capitol

Public Law 89-309
89th Congress, H. R. 11588
October 31, 1965

An Act

79 STAT. 1133

Making supplemental appropriations for the fiscal year ending June 30, 1966, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums are appropriated out of any money in the Treasury not otherwise appropriated, to supply supplemental appropriations (this Act may be cited as the "Supplemental Appropriation Act, 1966") for the fiscal year ending June 30, 1966, and for other purposes, namely: Supplemental Appropriation Act, 1966.

* * *

ARCHITECT OF THE CAPITOL

CAPITOL BUILDINGS AND GROUNDS

Extension of the Capitol

For an additional amount for "Extension of the Capitol", $300,000, to remain available until expended.

* * *

Approved October 31, 1965.

Senator MONTOYA. Do any of the members of the committee have any questions of Mr. Stewart at this time?

Senator PEARSON. I think not, Mr. Chairman.

Senator MONTOYA. You may proceed, Mr. Campioli.

STATEMENT OF MR. CAMPIOLI

ESTIMATE SUBMISSION AT DIRECTION OF COMMISSION FOR EXTENSION OF THE U.S. CAPITOL

Mr. CAMPIOLI. Mr. Chairman, the justification is rather lengthy. Would you want it read in full or would you rather I highlight it?

Senator MONTOYA. I would rather that you highlight it because we all have a copy of the justification.

Mr. CAMPIOLI. This estimate is submitted upon the unanimous direction of the Commission for Extension of the U.S. Capitol, created by Public Law 242, 84th Congress, and consisting of:

Hon. John W. McCormack (chairman), Speaker of the House of Representatives.

Hon. Spiro T. Agnew, President of the Senate.

Hon. Everett M. Dirksen, minority leader to the Senate.

Hon. Gerald R. Ford, minority leader of the House.

Hon. J. George Stewart, Architect of the Capitol.

COMPLETION AND CIRCULATION TO CONGRESSIONAL MEMBERS OF PRELIMINARY PLANS

You will recall from previous hearings that three plans of extension of the west central front of the Capitol were considered by the Commission and that plan 2 was approved. These plans were prepared under an appropriation of $300,000 provided by the Congress for the preparation of preliminary plans and estimates of cost for extension of the west central front and those plans were completed and circulated to all Members of the House and Senate by the Speaker, as Chairman of the Commission.

FINAL PLANNING FEES

The funds now requested are for the final planning work to carry plan 2 into effect.

The total estimated cost for the associate architect-engineer fee on this project is $2,033,700, of which we have already paid to the architects and engineers, $240,000 for preliminary plans and estimates. Our 1970 estimate is based on paying the balance, $1,793,700 to the associate architects-engineers; $60,000 to four advisory architects during the planning period; and, in round figures, $150,000 for administration and miscellaneous expenses.

The basis for the associate architect-engineer fee is the 1967 report which at that time developed a building cost of $27,116,000. Although the building cost has escalated since that time, the architect-engineers have agreed that the fee may be based on the 1967 report figure, subject to adjustment should construction work proceed. They agreed, however, that should the project not proceed, a fee based on the $27,116,000 figure used in the 1967 estimate will then prevail, without any

upward adjustment for subsequent escalation in national construction costs.

The percentage rate has been reduced from 8.5 percent paid for the east front work to 7.5 percent for the west front work. This reduction is made possible in view of the overall knowledge of the old portions of the building gained by the architect-engineers as a result of their east front service and other studies of the building.

DURATION OF PLANNING PERIOD AND CONSTRUCTION START

Preparation of contract plans and specifications for bidding will require approximately 18 months. Planning may be accomplished on a basis that would permit the construction work to begin during the 18 months planning period and be carried forward in the following stages: relocation and preparation, consisting of construction of temporary facilities and relocation of utilities and other facilities; furnishing and delivering of marble and granite; demolition, excavation, foundations and structural work on terrace; superstructure; furniture and furnishings.

PROJECT BENEFITS

On this basis, the project would be substantially completed in approximately 51 months, including time required for preparation of contract plans and specifications. The proposed extension will accomplish making the west front safe, sound and durable; provide greatly needed working space for the Congress; provide much-needed service facilities; and strengthen the west central front architecturally.

DANGEROUS CONDITION

(See illustrations on pp. 596–605, inclusive)

The overpowering reason for proceeding with this project with the least possible delay is the dangerous condition of the west central front. The exterior surfaces of the west sandstone central front are bulged as much as four and a half inches. Stones are severely cracked, many cracks running from the bottom to the top of the walls. New cracks have occurred since the stonework was pointed and painted last year.

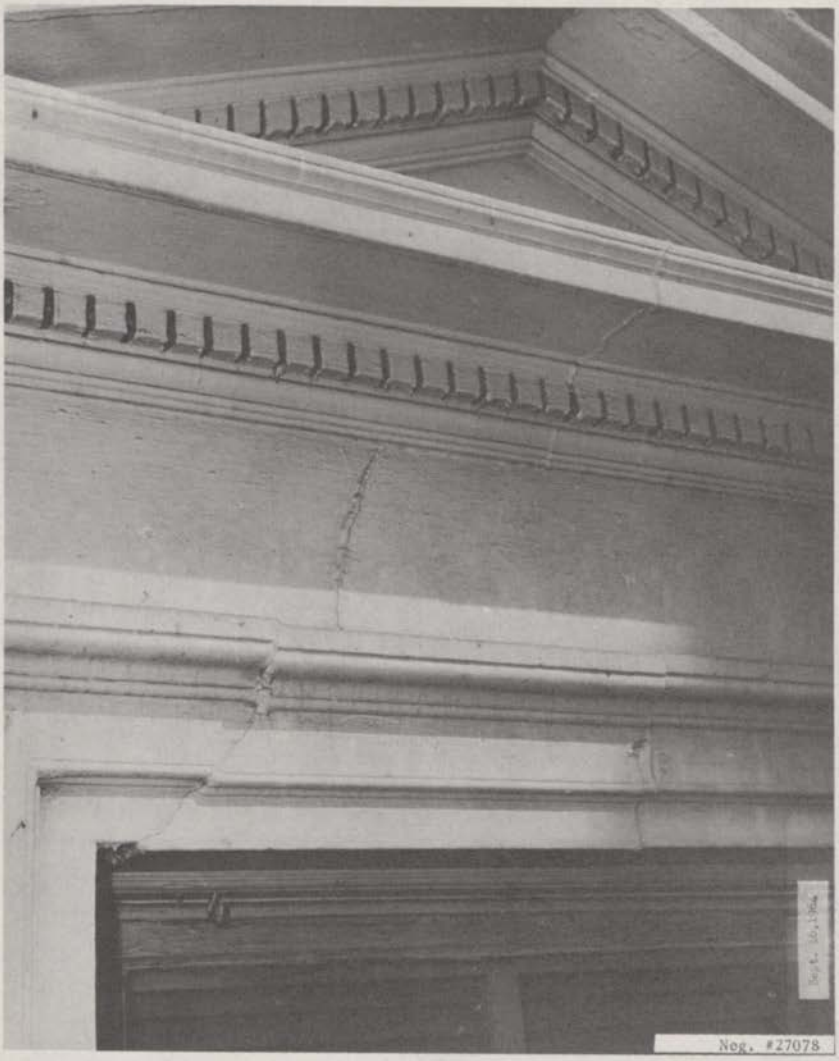
Large chunks of stone have fallen from this side of the building. The architrave stones over the portico have seriously sagged and have been propped up with timbers. Braces have also had to be installed to buttress the old Senate and House wings and the west portico has had to be shored. The keystones over the windows have slipped down, leaving voids, which have been filled with concrete. Much of the original architectural detail has eroded and disappeared. Recent studies have shown that there is some slippage down the hill.

View of roof balustrade showing one of the many deteriorated balusters.

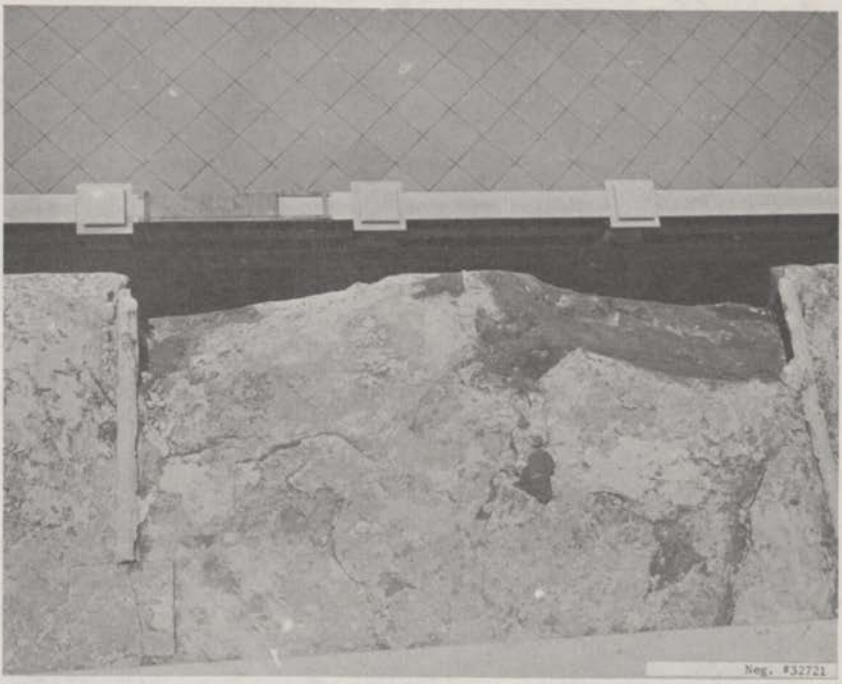
View at Terrace Level showing 4 1/2" bulge of Basement wall at the west side of the old or original House Wing.

This photograph is mute evidence of actual conditions. A more tangible exhibit of the conditions portraved can be seen by an examination of one of the column capitals from the East Front Portico, which is on exhibition in the ground floor crypt of the Capitol.

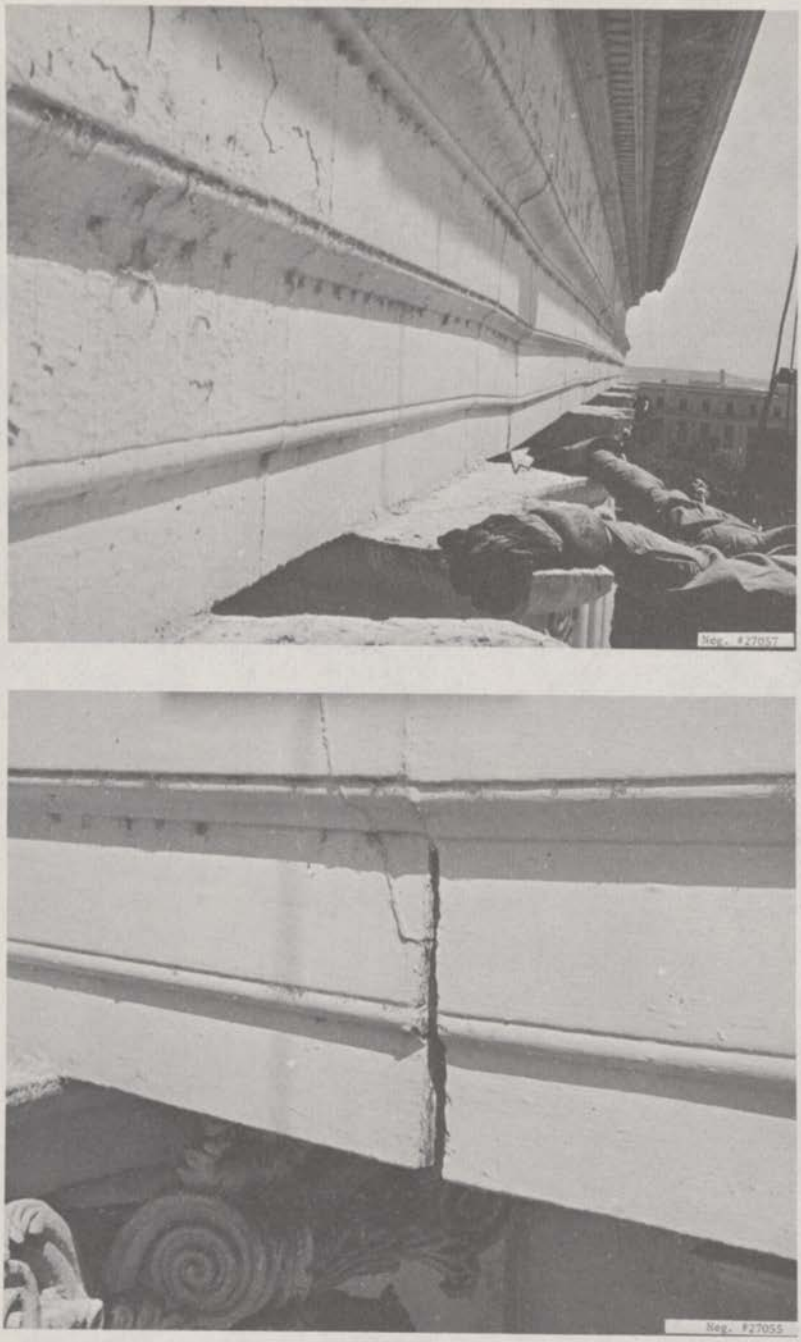
View of one of many sections of deteriorated, cracked and broken belt course. These stones extend well into the wall and are cantilevered.



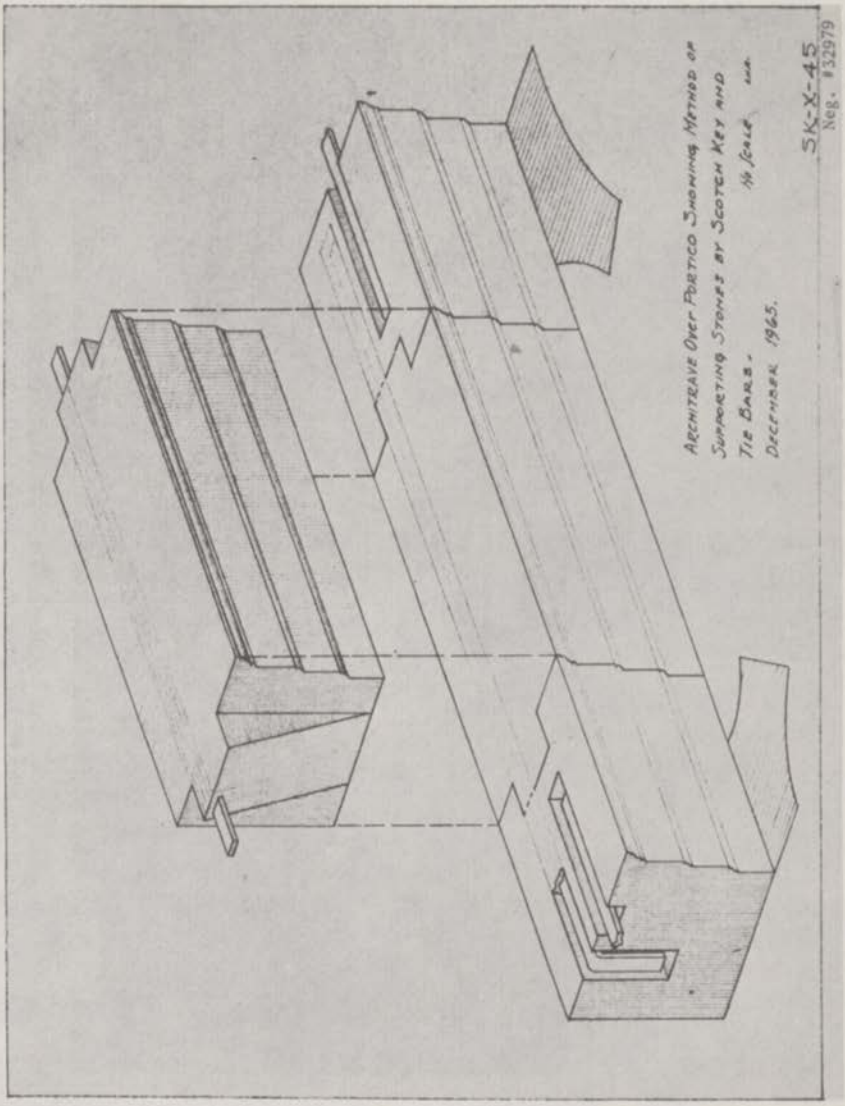
View showing diagonal crack through entablature and pediment over a window on the second floor.



Downward view from roof showing outer edge of the main building cornice, revealing one of the many badly deteriorated and damaged sections. These stones are cantilevered and extend into the wall almost the full thickness of the wall.



View of architrave over west central portico showing sagging and broken stone. This dangerous condition is now supported by a wood prop.


ARCHITRAVE OVER PORTICO SHOWING METHOD OF
SUPPORTING STONES BY SCOTCH KEY AND
TIE BARS. ½ SCALE
DECEMBER 1965.
SK-X-45
Neg. #32979

Neg. No. 32744

VIEW OF WEST CENTRAL FRONT
Showing props which have been added to west central portico. (Photograph taken in 1968.)

View of original north or Senate Wing after completion of temporary shoring, caulking, pointing and repainting in 1968.

In a letter of August 20, 1969, our consulting engineer Dr. Miles N. Clair, president of the Thompson & Lichtner Co. stated:

> The data indicates that there is movement horizontally and vertically of most of the walls. The probable maximum settlement for 1 year will be one-quarter inch, which is a cause for concern in a structure of this type and age and confirms the need for corrective action recommended by our report of November 1, 1964.

The reasons for these deplorable conditions are rooted in the early construction, the building materials used at that time, and to the damaging effects of catastrophes in the building during the last 170 years. Many persons believe or give the impression that the Capitol as we see it today resulted from one grand design and that it was constructed complete at one period in history. That impression is false. The building was designed and constructed on a fragmentary basis over a period of many years.

The reasons for the present condition of the west walls are the inferior building material; the outer face of sandstone, the inner face of rubblestone, the core of loose rubble with little or no mortar; the fires of 1814 and 1851, and the gas explosion in the old Senate wing in 1898.

Reports and Recommendations of Architects-Engineers Who Studied East and West Fronts

There are no expansion joints in the old section of the building. The grades have been lowered by later additions to below the footings of the old walls. The architects-engineers who carefully studied the conditions of both the east and west fronts stated these facts in their report and recommendations, as long ago as 1957, which was the basis of the extension of the east front. In their 1957 report they stated:

> The deterioration of the sandstone out of which the east and west facades of the central portion are constructed, began with the fire started by the British during the War of 1812, was further aggravated, particularly in the east, by the gas explosion and fire of 1898, and has continued ever since, abetted by the disintegration caused by the countless coats of paint applied through the years. As a safety measure and in order to preserve the Capitol not only as a national shrine, but also as the Seat of Government, the east and west walls must be replaced.

Engineering Study of West Front by Thompson & Lichtner Co.: Findings and Recommendations

As a result of the concern of the Senate and House Appropriations Committees and the Commission in charge, the Architect of the Capitol in 1964 was directed by the Commission to enter into a contract with Thompson & Lichtner Co. for a fresh engineering study of the conditions of the west front. The contract was entered into in March 1964, and their report was received in November 1964. This firm had wide experience in studying and determining remedial measures which should be taken in the preservation and reconstruction of old masonry structures in this country and overseas.

The report was required to include all the findings and their recommendations on whether the existing wall can be repaired; whether the existing wall can be refaced with marble; whether remedial action requires extension; whether any other means of preservation are

deemed feasible and advisable. Their key findings and recommendations are summarized as follows:

Retention and repair of the existing walls as corrective action is not recommended as it would require the hazardous removal of much of the facing with resulting disfiguration of the structure. There would still be walls and foundations of structurally inferior construction with the walls requiring continuing protective treatment.

ASSOCIATE ARCHITECTS

Senator MONTOYA. Let me ask you at this point so that it will appear relevant in the record, what committee of architects went into this investigation in 1964? What was the composition of that committee?

Mr. CAMPIOLI. Of the associate architects and the advisory architects?

Senator MONTOYA. Yes.

Mr. CAMPIOLI. Our associate architects consist of Alfred Easton Poor, Albert Homer Swanke, Roscoe DeWitt and Jesse M. Shelton. They reviewed the findings, reports and recommendations of Dr. Clair, the engineer, which, in their judgment, fully reinforced and confirmed their own prior recommendation for an extension of the west central front.

Senator MONTOYA. Will you state their backgrounds and what organizations they represent?

Mr. CAMPIOLI. Alfred Easton Poor and Albert Homer Swanke belong to the office of Alfred Easton Poor in New York. Roscoe DeWitt is in his own practice in Dallas, Tex., and Jesse M. Shelton is an architect from Atlanta, Ga. All are members of the American Institute of Architects and two are fellows of the institute.

Senator MONTOYA. You have had three architects go into this?

Mr. CAMPIOLI. Yes, sir; three architectural firms in a joint venture.

RECOMMENDATIONS FOR MODIFICATION

Senator MONTOYA. Have you had any committee of architects recommend restoration rather than modification?

Mr. CAMPIOLI. None except the representatives of the AIA.

Senator MONTOYA. All the people who have looked or would have been commissioned to check into this structure have recommended modification?

Mr. CAMPIOLI. Yes, sir.

Senator MONTOYA. Is that your testimony?

COLLABORATION WITH ASSOCIATE ARCHITECTS OF ADVISORY GROUP OF ARCHITECTS

Mr. CAMPIOLI. Yes, sir.

In addition to that group, we have an advisory group of architects consisting of John Harbeson of Philadelphia, Paul Thiry of Seattle, and Gilmore Clarke, of New York. All of them collaborated on the report of the associate architects and recommended the extension.

Senator MONTOYA. What was their recommendation and when did they conduct the testing and evaluation?

Mr. CAMPIOLI. The testing and examination was done by the Thompson & Lichtner Co., an independent engineering firm of which Dr. Clair is president, under the 1964 contract I previously referred to.

At the recommendation of the Senate Appropriations Committee, Congress, in December 1963 amended the basic law in order that an independent engineering study might be made of the condition of the west central portion and recommendations be made with respect to remedial measures deemed necessary. That has been done.

As a result of that study, this engineering firm analyzed each of the various possibilities and came to the conclusion that the extension project was the least hazardous, would cause the least inconvenience to Members of Congress, and would provide desirable lateral support for the west central portion of the Capitol.

Senator MONTOYA. You may proceed.

STUDY DIRECTIONS

Senator COTTON. Mr. Chairman, I have to go to a White House conference. May I interject a few questions?

Senator MONTOYA. You certainly may, sir.

Senator COTTON. Were the architects who were consulted specifically asked to study the relative merits of restoration versus modification?

Mr. CAMPIOLI. The architects were not, but the engineering firm was. The engineering firm did not recommend any other procedure except extension.

Senator COTTON. The architects were not?

Mr. CAMPIOLI. No, because once the engineering report was made and accepted by the Commission, the Architect of the Capitol was directed to proceed with plans for an extension project. However, the west front extension was recommended by the associate and advisory architects as far back as 1957.

CONGRESSIONAL DESIRE FOR ADDITIONAL CAPITOL SPACE

Senator COTTON. What I am trying to get at is, was the somewhat manifest desire of Congress or a large portion of Congress to combine the restoration with more room to work in the Capitol the basis of the consultation? In other words, was that predominant in the picture presented and the questions you desired answered?

Mr. CAMPIOLI. No, sir. The instructions to the architects were based on the engineering recommendations. The engineers we have consulted are most qualified to speak as to what should be done to the west front wall.

ENGINEER DIRECTIONS

Senator COTTON. Forgetting the architects, I am trying to get at how was it presented to the engineers? Was it presented to them in any way to indicate that the enlargement or the modification was desired by the Commission?

Mr. CAMPIOLI. No, sir.

I might read in full what I skimmed over just previously. Included in the contract with the engineering firm was the statement that they were to report all of their findings and their recommendations on:

Whether the existing wall, if found deficient, can be repaired in its present condition.

That would be the restoration type of project.

Whether the existing wall can be refaced with marble in its present location. Whether remedial action requires extension of the West Central Front and its reconstruction in marble or whether any other means of preservation are deemed feasible and advisable.

These items were included in the contract with the consulting engineering firm.

Senator COTTON. Including the relative costs of the two plans?

Mr. CAMPIOLI. No, we did not require as a part of the contract that the engineer furnish any such estimate of cost, although later on upon request the engineering firm did indicate that a restoration project would cost in the neighborhood of $10 million to $50 million.

Senator COTTON. As opposed to what cost for the modification?

RESTORATION AND MODIFICATION PROCEDURES

Mr. CAMPIOLI. The cost of the extension was prepared by the associate architects after they had completed preliminary drawings and that cost was reported in 1966 at close to $35 million. That cost has now escalated to $45 million due to the escalation of the cost of construction.

Senator COTTON. The cost of restoration has escalated proportionately?

Mr. CAMPIOLI. Yes, sir.

Senator COTTON. Thank you. Thank you, Mr. Chairman.

Senator PEARSON. Did you say that first estimate on restoration was indicated to be between $10 and $50 million?

Mr. CAMPIOLI. Yes, sir.

Senator PEARSON. Is that an acceptable spread?

Mr. CAMPIOLI. In restoration work of this kind, the scope of the work is so indeterminate, it would have to be done on a cost-plus basis. The work would have to be done on a basis of probing into the wall as you go from stone to stone and then doing the work as you meet and resolve the problems.

In other words, let us consider even a single piece of stone which would require replacement. One would not be able to predetermine the size of that stone. One could determine its facial dimensions as the face could be exposed by removal of the paint and could then be measured, but no one knows how deep each of these stones are. Their depth is concealed. Therefore, one would have to order a stone with an excessive amount of depth and after removing the old stone, one would have to cut this new stone off on the job and then put it back into place.

Of course, doing such work piecemeal would be very costly, time consuming and hazardous. It would also be difficult to bond the new stones into the old work. Then, too, replacement of a single stone would require the removal and restoring in place of adjacent stones because of the nature of the structure.

Senator PEARSON. Would an extension be on a cost-plus basis?

Mr. CAMPIOLI. No, sir; it would be on a competitive bid arrangement.

Senator PEARSON. Thank you.

Senator PROXMIRE. Mr. Campioli, isn't it true in either case, whether you have restoration or whether you have modification, you would have to have a substantial amount of reconstruction? You just explained, I understand, to Senator Pearson that until you actually

get into a more profound examination of the structure, that you can't really tell how much the cost will be and, therefore, the restoration varies from a very low figure to a very high figure. Is that correct?

Mr. CAMPIOLI. Yes, sir.

Senator PROXMIRE. Why would this not be true with modification, too? You have to restore in that case also?

Mr. CAMPIOLI. No sir. If we do an extension project, it would not be necessary to restore that wall. The only work we have to do to that wall, would be some underpinning. The rear courtyards, were added later, were dug down to a level below the bottoms of these west front walls. Those walls would have to be underpinned in any case, whether you do restoration work or extension work.

That is the only work we would do. The supporting of the present west front walls would be accomplished by shoring during construction, by installing reinforced concrete columns against the wall, and then installing the floor slabs to buttress against the existing wall. Those old west walls would eventually become interior walls, would no longer be exposed to the variations of climate, the expansion and contraction, and would not deteriorate any further.

Senator PROXMIRE. What you are saying does not seem logical to me. Maybe it is. But it is hard for me to follow that it would be cheaper, and the extreme cost of the restoration would indicate that it would be higher, to restore under some circumstances with some kind of findings, you say, than it would be to modify.

You are arguing it would be cheaper to buttress this up with a couple of restaurants, 43 offices and so forth, than to provide for a simple restoration?

COMPLEXITY OF RESTORATION WORK

Mr. CAMPIOLI. It would not be a simple restoration. It would be a most complex restoration, probably the most complex which has ever been done or would be done in this country. It could only be done safely if we were permitted to do the work like the White House was done in relatively recent years. In other words, gut most of the entire interior of the old part of the Capitol by taking the floors and arches down so that they would no longer be exerting any lateral pressure against the outside wall and vacating the west central side of the Capitol for a long period. If the procedure followed at the White House were possible at the Capitol, then you could proceed to restore that wall.

You could then build in expansion joints, and you would reconstruct all the interiors under modern construction methods, using masonry-bearing walls, reinforced concrete floor slabs and the arches would be put back, by use of hung ceiling construction.

To do it any other way would be very risky. I have a drawing here that I think will explain our problem. This drawing is a typical section of an arch in the building. We have two types of arches. We have a barrel arch, which is this type (see p. 663) and then we have groined arches (see p. 664), which cross each other and are much flatter in curvature. The exterior of the wall is built of sandstone, as you see here [pointing]. Some of these stones are quite large.

If any of the stones which have deteriorated, have to be removed, they would have to be removed by first removing some of the stones

above and then putting them back into place after the deteriorated stone is replaced. The interior of the House side of this wall is of granite rubble stone, laid in lime mortar. The inner face of the Senate side wall is of brick, laid in lime mortar.

The core of the wall is a mass of loose material, stones dumped into place with some lime mortar and many, many voids. A hundred percent of the corings that were made of this wall in 1964 showed voids behind the sandstone.

Now the thickness of this west wall acts as a counteraction against the thrust of this arch. Any substantial removal of this sandstone would cause the interior core to fall out, and the remaining thin wall, this interior rubble, would not be sufficient to support the thrust of these arches. In addition to which these arches are superimposed with a sandfill which supports the finished floor material on the floor above.

These arches are set in lime. If this west wall were to be subjected to any substantial amount of restoration, such as the removal of any cracked stone, deteriorated stone or spalled stone, all of these arches on the west central front of the Capitol would have to be completely shored from the basement on up to the roof. By such shoring we would relieve these arches from the compression that they are now subjected to; in other words, they would become dormant arches carrying no loads, as the shoring and the centering would then carry the load.

In order to install the shoring, all of the plaster would have to be removed so that the centering could be placed against the bricks. The jarring that would follow in removing these stones might very well cause the lime mortar between the bricks, which are not set with full beds, to allow the sandfill to filter through the openings in the joints.

We had that experience in the channeling operation when we installed the new electric wiring in recent years. We cut about an inch square chase into the brick arches. The resultant pounding would cause the sand to come through. Mr. Stewart experienced some of that in his own office. These are some of the basic problems of restoration.

Senator PEARSON. What would you do on the extension? How would your procedure differ there?

Mr. CAMPIOLI. On the extension we would add a structure that would act as a buttress, as shown in this dark area here [pointing].

Senator PEARSON. You would build against it?

Mr. CAMPIOLI. We would build against it. That new work would act as a buttress to keep the west wall from moving farther downhill.

Senator PEARSON. Thank you.

RESTORATION TECHNIQUES COST: SUGGESTED STUDY

Senator PROXMIRE. Let me ask you, sir, has anyone really studied the cost of the techniques for restoration? As I understand it in the five-volume study by this engineering firm restoration was dismissed in one paragraph.

Mr. CAMPIOLI. So was the extension treated in only one paragraph.

Senator PROXMIRE. At any rate, that one paragraph which dismisses restoration or extension certainly is not satisfactory for adequate study.

Mr. CAMPIOLI. The purpose of the report was the examination of the condition of the west wall and provide us with recommendations for remedial action.

Senator PROXMIRE. It seems to me the very fact you can come to this committee and tell us that the cost varies from $10 million to $50 million indicates we have not had a study, that we need a study. We need to know what the cost will be before we make this kind of very expensive decision.

DETERMINATIONS OF CONSULTING ENGINEER DR. CLAIR

Mr. CAMPIOLI. I do not believe anybody else can make a closer determination of this cost than Dr. Clair did. There are so many unknowns associated with restoration work that it is impossible to predetermine the cost of this work.

Senator PROXMIRE. Is the American Institute of Architects just plain wrong when they say the feasibility study could furnish the information to the Congress?

Mr. CAMPIOLI. In my opinion, they are.

Senator PROXMIRE. You can't make any study?

Mr. CAMPIOLI. No, sir; not any study you can depend on with respect to costs. Any further study developing estimated costs would, when restoration work were done, be subject to so many changes as a result of unknown conditions which would be found during the actual restoration work, the delay in the work, and the increased cost of the work resulting from such unknown conditions. The original product would have no resemblance to the ultimate insofar as the final cost of the work is concerned.

Senator PROXMIRE. It is hard for me to understand why you can't have the feasibility study to give us a more accurate estimate than this very broad one when you tell us the cost will be $45 million if we modify according to your specifications.

Mr. CAMPIOLI. I am sure that inasmuch as Dr. Clair had removed six of the stones in this building and actually looked into the wall at these locations he would have recommended restoration if feasible. You can see that the space behind the stone is full of voids here, in this picture and here is a view looking down from the hole.

You will see there is quite a separation between the exterior and the interior parts of the walls. In addition to which there were 65 core borings made, 3¾ inches in diameter, which Dr. Clair carefully examined.

Senator PROXMIRE. How wide is that distance? It is hard to tell in the photograph.

Mr. CAMPIOLI. It is about 4½ inches.

View of interior or core of wall showing the separation of the veneer and the backup stonework, revealing a cavity of some 4 1/2", as seen through hole in wall above. Dr. Clair is shown with boroscope.

Senator PROXMIRE. Thank you.

Mr. CAMPIOLI. Of the 65 core borings made, in a hundred percent of those core borings there were voids found behind the sandstone.

Senator PROXMIRE. Thank you, Mr. Chairman.

Senator YOUNG. Mr. Chairman?

Senator MONTOYA. Senator Young.

RESTAURANT AND OFFICE SPACE REQUISITE: ANNUAL CAPITOL VISITORS

Senator YOUNG. I am convinced, I think everyone else is, that something has to be done to shore up the building. I think the thing boils down to whether we need additional room for restaurants and office space.

Do you have figures on the number of visitors to the Capitol for the last 5 or 10 years for each year?

Mr. CAMPIOLI. I believe Mr. Roof, has these figures.

Mr. ROOF. We have estimated between 5 and 7 million a year.

Senator YOUNG. Is that increasing each year?

Mr. ROOF. Yes; of course it dropped off last year when we had the riots in the city, but it seems that this year everyone who had planned to come last year and also those who would normally come this year, all came.

Senator YOUNG. To me this is one of our major considerations.

The American people like to see their Capitol. They have a right to see it. It becomes so crowded now that we are hardly able to take care of any more people, especially in the restaurants and other facilities. There is really no place for visitors to eat in the Capitol area. There are very limited facilities.

This is one of my major reasons for supporting more space in the Capitol.

ESTIMATED RESTORATION AND MODIFICATION COSTS: ESCALATION PERCENTAGE

Senator MONTOYA. Are there any more questions?

I would like to ask one question relating to the estimated cost. You mentioned that restoration would cost between $10 and $50 million.

Mr. CAMPIOLI. Yes, sir.

Senator MONTOYA. And that the modification, the estimate in 1966 was $35 million.

Mr. CAMPIOLI. Yes, sir.

Senator MONTOYA. And that it has now escalated because of increased cost to $45 million?

Mr. CAMPIOLI. Yes, sir.

Senator MONTOYA. Is there any way of assuring this committee as to the actual cost so that we will not launch something of the magnitude and spread of the Rayburn Building cost?

Mr. CAMPIOLI. This present estimate of $45 million includes the escalated costs which have taken place since the 1966 estimate was prepared, in addition to which we have added an amount of 7-percent escalation from here on in, through the completion of construction.

Now if escalation should exceed the 7 percent, and present indications are that it is running 1 percent a month instead of 7 percent a

year, then naturally this figure of $45 million would escalate accordingly.

Senator MONTOYA. When you mention escalation, that means escalation of cost?

Mr. CAMPIOLI. Cost of construction.

Senator MONTOYA. In the future?

Mr. CAMPIOLI. Yes, sir.

Senator MONTOYA. So the $45 million is as of now?

Mr. CAMPIOLI. With 7-percent allowance through to the time of completion of construction.

Senator MONTOYA. Is that 7 percent compounded?

Mr. CAMPIOLI. Yes, sir. We used 7 percent for the simple reason both the administration and the Congress have indicated they intended to make a sincere effort to level off inflation.

Inasmuch as it ran 7-plus last year, we figured perhaps escalation will level off at 7 percent. It is for this reason we used 7 percent as our figure of escalation.

EAST FRONT EXTENSION COST

Senator MONTOYA. What was the initial estimate of the building of the east front?

Mr. CAMPIOLI. The extension project, as carried forward from 1956 to 1966, included items other than the extension itself, such as rewiring the Capitol, relighting the Capitol, repairs to the dome, a terminal at the Senate wing of the Capitol for the new Senate subway, alterations to the interior section of the old east front section of the Capitol, furniture and furnishings for the new east front extension, and other miscellaneous items. All of this work was performed at a cost of $23,976,755 under appropriations totaling $24 million provided therefor. The portion of that which pertained to the extension proper actually cost $11.4 million, as compared to an originally estimated cost of $10.1 million. I submit for the record a breakdown of the expenditures.

Improvements effected 1956–66

Extension, reconstruction, and replacement of east central front of Capitol	$11,353,722
Alterations to interior of section of building formerly constituting east central front, and related work	1,767,876
Birdproofing entire building, except west central front	81,282
Cleaning exterior stonework, Senate and House wings	93,824
Repairs, cleaning and painting dome, and birdproofing peristyle (not included in item 3 above)	1,403,103
Subway terminal, including 4 new elevators and escalators to serve traffic from terminal	2,434,000
Improved lighting and rewiring throughout Capitol Building, including electronic clocks and legislative call system	2,901,600
Architectural, engineering, and consultant services	1,755,672
Topographic survey of Capitol site, test borings, surveys and studies, administration and miscellaneous	1,555,890
Furniture and furnishings, and restaurant equipment for extended east portion of building	629,786
Total improvements effected 1956–66	23,976,755

Senator MONTOYA. What did the actual cost wind up at?

Mr. CAMPIOLI. $11.4 million was the final cost. The original estimated cost, as stated, was $10.1 million, for the east front extension.

Senator MONTOYA. You were off $1 million plus?

Mr. CAMPIOLI. $1,300,000. However, the $10.1 estimate was prepared in 1957, whereas the $11.4 million cost was a cost resulting from construction contracts entered into a year later, during which time construction costs escalated. There was a delay of about a year between the time when the Capitol Extension Commission approved the preliminary plans and estimates of cost and the time the Architect of the Capitol was finally authorized to proceed with construction contracts.

Senator MONTOYA. Do you feel that the present estimate of $45 million will be adhered to very closely?

Mr. CAMPIOLI. I feel it will if escalation does not exceed 7 percent, per year henceforth.

Senator MONTOYA. You may proceed.

ADDITIONAL SPACE REQUIREMENT: MOST EFFICIENT AND ECONOMICAL PROVISION

Senator PROXMIRE. Could I ask one other question at this point?

The justification given by Senator Young, and it is one that many people share, is that we need more space and that this is one way of getting more space in the Capitol area, whether we use the New Senate Office Building extension or whether we use some other method. This is certainly an argument that has been offered in favor of modification.

Has your office done a space needs survey for the Congress to show what space is needed and where it can be provided in the most efficient and economical way?

Mr. CAMPIOLI. No, sir; not recently.

Senator PROXMIRE. Don't you think we ought to have it before you go ahead with this kind of tremendously expensive operation which is so controversial with architects and other people who are so devoted to our Capitol and what it has stood for?

Mr. CAMPIOLI. A study was made in 1957 which indicated that more space was needed than could be provided in the east front, but to my knowledge there has been no study made since. There were a number of space requests received at the time the present preliminary plans were prepared in 1966 which indicated that there would be no trouble using the space provided in this extension.

Senator PROXMIRE. We can use it, there is no question about that, and we need it. We are all aware of the fact that some committees have very difficult times finding hearing rooms and there is not space for some of the committee staff, and so forth. The question, however, is, how we provide that.

One way would be as you are offering it here. As to other ways, we have had an effort on the part of Senator Jordan and others to provide for a beginning at expanding this building here, the new Senate Office Building, which can almost be doubled, as you know. I presume there are other ways of housing the needs of the House of Representatives. We ought to know that, it seems to me, have the information in front of us before we make this kind of decision.

Mr. CAMPIOLI. We intend, before these plans proceed into final development of interior space, to meet with the various committees

of the Congress that have the jurisdiction over space, and work out the spaces that are required. I know the Speaker who controls space assignments on the House side of the Capitol, has stated that the House is in need of more space in the Capitol. On the Senate side, such matters fall under the jurisdiction of the Senate Rules Committee.

Senator PROXMIRE. Thank you, Mr. Chairman.

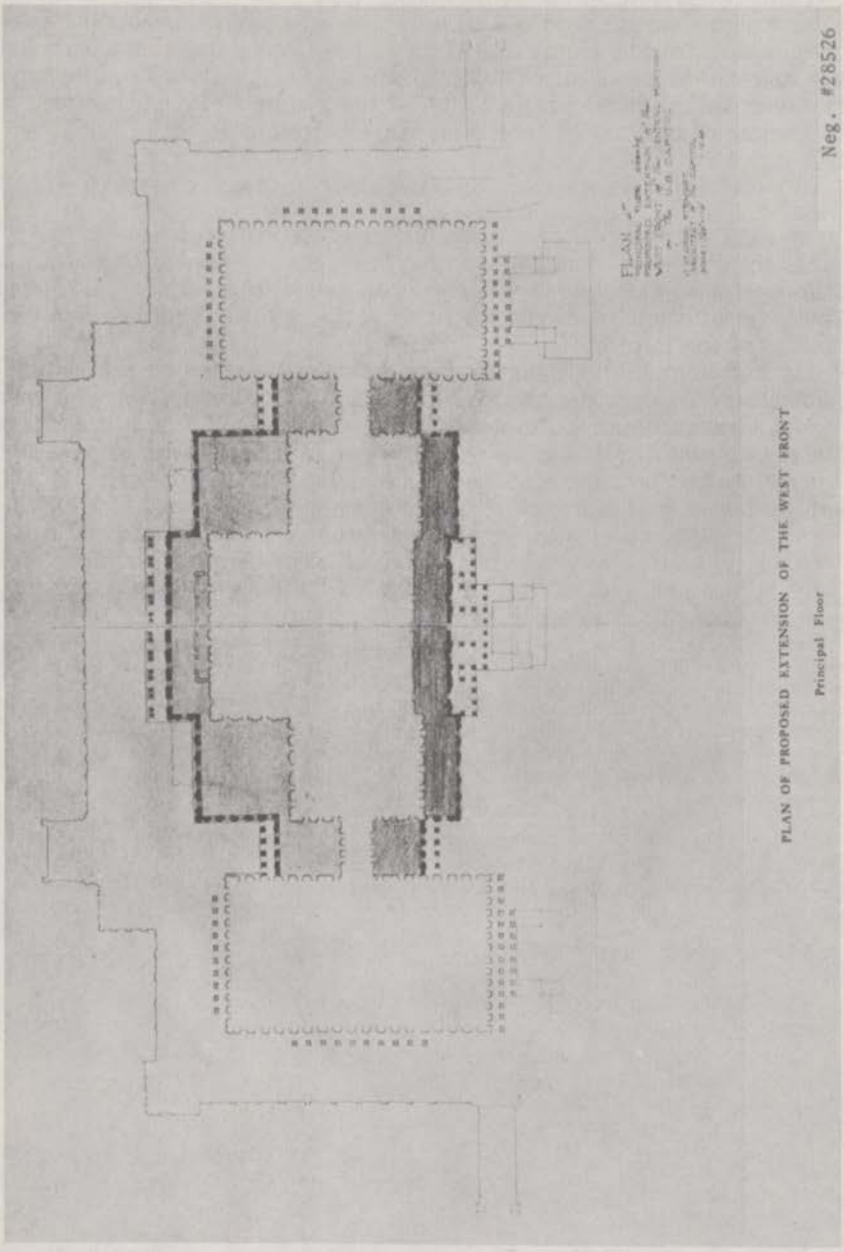
WEST WALL PROTECTION AND INCIDENTAL SPACE UTILIZATION

Senator MONTOYA. I have one more question on this phase.

Is the extension that you contemplate actually needed to shore up the west side wall, or are you trying to extend the building so that it will, in addition to shoring up, serve the additional space requirements of the Capitol?

Mr. CAMPIOLI. Our primary consideration is to extend the Capitol sufficiently to provide required protection and support for the west front wall. In doing so, we developed a certain amount of space which in my opinion the Congress would derive as a bonus against the cost of restoration because, as I see it, and as our engineers see it, the cost of extension and the cost of restoration may run very close to the same, or restoration may even surpass the cost of extension, and, of course, no matter what the ultimate cost, restoration would not yield any additional space at all—a bonus to be derived from extension.

(See illustration on p. 618.)



PLAN OF PROPOSED EXTENSION OF THE WEST FRONT

Principal Floor

Neg. #28526

The studies that we made located the new west front wall so that the new wall would be west of any of the farthest projections of the west central wall in order to provide an adequate buttressing effect against the present wall. After this layout (pointing), we proceeded to develop the interior layout.

Senator MONTOYA. How many square feet do you contemplate in the new plan?

Mr. CAMPIOLI. There is proposed a gross square footage of 269,000 square feet.

Senator MONTOYA. You may proceed, sir.

ENGINEERING STUDY OF THOMPSON & LICHTNER CO.: FINDINGS AND RECOMMENDATIONS

Mr. CAMPIOLI. Shall I proceed from where I left off?

Senator MONTOYA. Yes.

Mr. CAMPIOLI. Thompson and Lichtner, in their report, further stated:

> Facing of existing wall is not recommended because there would still remain walls and foundations of structurally inferior construction without preserving the historic architecture.
>
> Removal of the sandstone completely and replacement with marble and granite is not recommended because it would be a very costly and hazardous operation and there would still remain walls and foundations of structurally inferior construction.
>
> Removal of the entire wall and foundation and replacement is not recommended because of the hazard, cost and interference with occupancy.
>
> Retention of the wall as an interior wall of an extended building is recommended as the least hazardous and causing the least interference with the occupancy of the present structure.
>
> A properly designed and constructed extension would also provide desirable lateral support for the west central portion of the Capitol.

There next follows in the justification a dialog which took place in the Capitol Extension Commission meeting, June 24, 1965, between the Speaker and Dr. Clair, and with other members of the Commission which is rather lengthy. I presume you would not want it read.

Senator MONTOYA. You may insert it in the record and proceed in your own way.

Mr. CAMPIOLI. Plan 2 will accomplish all the objectives and prime purpose. The extended front will act as a buttress to the old front to prevent further movement, bulging and falling off of stonework. The old walls will be protected from the elements and changes in temperature thus stopping prevailing deterioration.

The exterior of the new front will be constructed of marble and granite providing the durability and structural soundness required, the same material now used on all sides of the building except the west central front.

Upon completion of this work, the west front will truly be safe, sound, durable and beautiful for the foreseeable future. Under the extension plans several large hearing rooms may be constructed on each side near the House and Senate Chambers.

VISITOR ACCOMMODATIONS: PROPOSED NATIONAL VISITORS' CENTER

Every Member is asked for direction to where the nearest washroom is, is there a cafeteria in the building where we may eat? The west front will provide adequate washrooms, two cafeterias, new directional and informational facilities, and circulation through the building from the Senate to the House wing.

Senator PROXMIRE. May I interrupt at this point to ask a question? I understand your argument on visitors' needs and the very eloquent statement made by Senator Young on this. People should have an opportunity to see their Capitol. But will any of the facilities here be duplicated by the proposed National Visitors' Center?

Mr. CAMPIOLI. No, sir.

Senator PROXMIRE. I thought the Visitors' Center would have restaurants, cafeterias, theatre, and similar facilities.

Mr. CAMPIOLI. It will, but very often the visitors and tourists will find themselves in the building at lunchtime and will continue to ask, I am sure, where the eating places are in the Capitol as they probably won't want to walk back to Union Station to eat once they get to the Capitol.

Senator PROXMIRE. Are you saying then if we go ahead with this we won't need the National Visitors' Center?

Mr. CAMPIOLI. No, sir, because the National Visitors' Center will cover all of the visitor facilities in the city of Washington whereas the Capitol facilities will be only for the building itself.

TAXPAYER BURDENS

Senator PROXMIRE. Yes, but you see the difficulty we have, it is a problem, especially these days we would like to have everything. We would like to have it convenient and available for people to eat when they come here, and have all the most pleasant and desirable facilities. We just can't afford everything. We have to establish priorities. It seems to me we can't build a National Visitors' Center with a notion we are going to accommodate visitors to the Capitol only a few blocks away from the Capitol, and then say we will have elaborate new restaurants and facilities within the Capitol too, without, it seems to me, properly annoying the taxpayers throughout the country. When we build anything in Washington it seems to cost three or four or five times as much as anywhere else.

Mr. CAMPIOLI. At the time we prepared these plans there were certain Members of Congress who felt that some visitor accommodation should be provided in the Capitol. The act authorizing the Union

Station to be converted into a National Visitors Center also requires us to provide for a Visitor Center in the Capitol. (Title III, Public Law 90–264.) We have an area that we indicated could be used for that purpose, in the new west front, in addition to facilities now provided under that law in the east front. Whether we use it for that purpose or not will be up to the Commission, and the committees of the Congress who have jurisdiction, but it has been indicated there is an area that can be used for visitor services.

DANGEROUS CONDITION: PLANNING PERIOD AND CONSTRUCTION START

Senator PROXMIRE. Let me ask one other thing in connection with the argument that Mr. Stewart made, and made with great force, that the situation in the Capitol is really dangerous, that he was quite concerned at the time of the funerals of President Eisenhower and Senator Dirksen. I think all of us are deeply concerned with that. But what are we doing about it? You are saying it will take 18 months for the plans to be formulated. Meanwhile, it seems to me, if the building is in danger of collapse we ought to begin at once correcting structural weaknesses so that we won't have this terrible danger to which you have alluded.

Mr. CAMPIOLI. The 18 months will be the time required to prepare all the working drawings and specifications. As indicated in our report, we propose to proceed and split the job up into a number of contracts. We would come before this committee this next year and request funds for some of the early phases of work, so that such work may be commenced during the planning period.

Senator PROXMIRE. When would you begin the actual shoring up work?

Mr. CAMPIOLI. That would depend on when the hearings are held next year and when we get the funds. I anticipate, immediately after the funds are appropriated, we would go to bids and we would start the work perhaps 6 weeks after we go to bid.

Senator PROXMIRE. That is quite a while after you put all these things together. Why can't you do something about the situation now?

EXPEDIENCY MEASURES: POSSIBLE ADDITIONAL TEMPORARY WORK

Mr. CAMPIOLI. All the simple expedients have been taken, that can be taken. Anything from here on in will be of a major nature.

Senator PROXMIRE. You say nothing then that we can do short of making a decision as to whether we have extension or restoration?

Mr. CAMPIOLI. We have been taking readings over the last year of the various points we have established on the west front. We have established 88 points where we take horizontal readings which indicate whether the wall is moving in or out. We also have installed 40 points where we take vertical readings which show whether the wall is settling. The indications of these readings to date are that the wall is still moving outward and as much as a quarter of an inch in a sec-

tion. In other words, the old Senate section has moved about a quarter of an inch in the past year. New cracks have opened up.

In 1968 we removed the loose paint, repointed all the open cracks and joints and we painted the exterior two coats of paint. Since that time many of these cracks have reopened because of the continued expansion and contraction. Dr. Clair has given us his report up to the third set of readings. The fourth set was completed in August and we are awaiting his report on the fourth set. He has recently indicated to me that he believes he will request some further major temporary measures which could conceivably run in the neighborhood of a half million dollars.

Decision Difficulty

Senator Proxmire. You see, you are putting us in a very, very difficult position because of the danger to human life involved here. There is a great urgency to act but we are being asked to act without any restoration study worthy of the name, without any space needs study, so we don't know whether this is the most efficient and economical way to provide the space that we know we need.

Under these circumstances it is most difficult for us as members of the Appropriations Committee to make a responsible decision. You are telling us, as I understand it, that there is nothing we can do now to provide greater safety short of making decision to proceed forthwith.

Mr. Campioli. One of the items Dr. Clair said he can foresee as necessary, if the extension project is delayed longer, is the removal of the west central portico as it is continuing to move and is the most dangerous condition we have on the Capitol. Of course, that work cannot be done cheaply. The readings and movements are being recorded by professional outside surveyors engaged by contract for such purpose. They are being reviewed and evaluated by Dr. Clair.

Senator Proxmire. Thank you, Mr. Chairman.

Proposed Extension

Senator Montoya. What study have you given to the possibility of building this extension so that it will conform spacewise with the present composition of the Capitol?

Mr. Campioli. The associate architects made three studies and they are called plans No. 1, No. 2, and No. 3. The three studies were submitted to the Commission for the extension of the Capitol. The Commission selected plan 2, which is represented by this rendering; also a photograph showing the present Capitol and one showing the proposed extension taken from exactly the same vantage point. You can see from a comparison of these photographs that the changes are relatively minor.

(See photographs on pp. 624 and 625.)

One of the changes that is contemplated is a slight enlargement of the portico and the introduction of a pediment. This pediment and enlargement of the portico has been recommended by various architects since Thomas U. Walter, fourth Architect of the Capitol, who

served in that capacity from 1851 to 1865 during which time he made studies for the extension of the Capitol both east and west. This is a study made by him in 1874 showing the west extension actually coming out farther than we now propose.

(See illustration on p. 717.)

The red line indicates the extent of the proposed extension that we recommend. The broken black line is the extension that Thomas U. Walter recommended. He was a renowned architect, one of the founders and an early president of the American Institute of Architects. Every architect since then engaged to study the west side has recommended a westerly extension. The introduction of a pediment was also recommended by Frederick Law Olmstead, the architect who designed the terraces. We have drawings such as—this is a drawing of Bulfinch, the third Architect of the Capitol, recommending the pediment; this is one of Olmstead's drawings, and another drawing here that Olmstead made for Edward Clark, the fifth Architect of the Capitol, showing the pediment and the enlarged portico.

(See drawings on pp. 715 and 719.)

We have found this recommended improvement to have prevailed over the period of the last hundred years. Another modifIcation we are making is the slight spreading of these stairways in order that they will properly relate to some architectural feature on the Capitol. As planned, they will center on the center motif of the old Senate and House Wings. Right now, they are located without relation to the Capitol.

RECOMMENDATIONS OF COMMISSION FOR EXTENSION OF THE U.S. CAPITOL AND THOMAS U. WALTER, ARCHITECT OF THE CAPITOL, 1851–65

Senator MONTOYA. How far back was extension of the Capitol on the west side recommended?

Mr. CAMPIOLI. By whom? By us?

Senator MONTOYA. By architects or by any fully constituted commission of the Capitol.

Mr. CAMPIOLI. The present Commission for the Extension of the Capitol project approved plan 2 which provides for a 44-foot extension in the west central portion, an 88-foot extension of the old Senate and House wings, and a 56-foot extension in the two connecting wings.

Senator MONTOYA. That was recommended by the 1964 Commission, was it not?

Mr. CAMPIOLI. By the present Extension of the Capitol Commission.

Senator MONTOYA. You mentioned a few minutes ago that other architects as far back as the 1800's had recommended an extension of the Capitol.

Mr. CAMPIOLI. Yes, sir. I don't remember the exact figures they proposed for extension, but this drawing here which has been drawn to scale shows the extension that was proposed by Thomas U. Walter back in 1874, the extension in red line shows that which we now propose.

Senator MONTOYA. What was the basis of his recommendation for an extension?

Neg. No. 30385

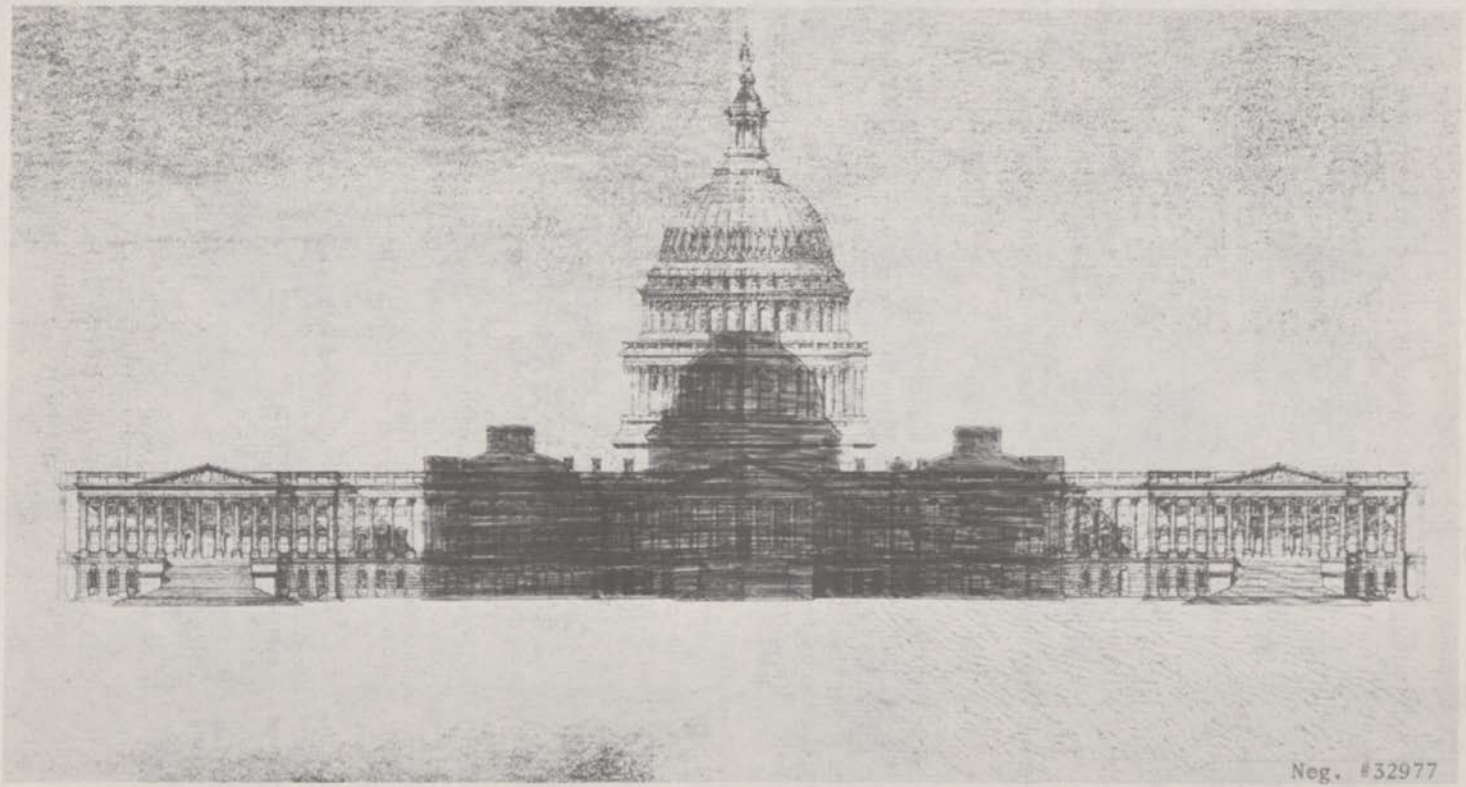
Photograph taken in 1966.

THE WEST FRONT EXTENDED

Neg. No. 31029

Mr. CAMPIOLI. The basis derived as follows: The Capitol was originally a small building, like this [illustrating] and it had a small dome on here; [pointing]; this existing portico was then in proper scale to that dome. But when the Capitol was enlarged to its present full length and this huge dome was added, the central portico was no longer in scale with the dome and it required the extension of the Capitol in order architecturally, to give the present dome an appropriate base. The introduction of the pediment was required in order to provide an arresting point to an otherwise long unbroken roof line .

(See illustration on p. 627.)



Shaded portion indicates original Capitol from 1829 to 1851 with lower copper covered dome.

DEMONSTRATION OF PROPER CLASSICAL ARCHITECTURAL DESIGN

I have drawings here which show the relationship between the present and the proposed. This is the present west elevation which has a long unbroken roof line. It appears here like you could take the dome and move it along the roof line. With the proposed extension, this long horizontal balustrade recognizes the position of the dome as it should by the introduction of a pediment in a proper classical architectural design.

(See drawings on pp. 629 and 630.)

EXTENSION COST AND MOST EFFICIENT AND ECONOMIC SPACE PROVISION

Senator PROXMIRE. You indicate that the estimate of the extension is $45 million. What does this work out to per square foot?

Mr. CAMPIOLI. $166 a square foot, based on the gross project cost.

Senator PROXMIRE. What did the Rayburn Building cost per square foot?

Mr. CAMPIOLI. I presume you also want that based on the gross figures.

Senator PROXMIRE. Whatever the gross figure is, you are the architect and you certainly are more authoritative than most of us on this.

Mr. CAMPIOLI. The gross figure we use is around $86 million, which brings it to about $34 a square foot. Of course, if it were constructed today, the square foot cost would be higher.

Senator PROXMIRE. The extension will cost five times as much as the Rayburn Building per square foot. This seems to me to raise a considerable question as to the economic sense of providing space for offices in this way. Certainly it would be a lot cheaper and wiser by extending the new Senate Office Building if it would cost this much less per square foot.

RESTORATION COST STUDY

Mr. CAMPIOLI. If you were to go to restoration you could spend the same amount of money and you would not gain any space at all for your money.

Senator PROXMIRE. The same amount of money? You told us it would cost $10 million to $50 million. The American Institute of Architects have told us it would cost a great deal less. At any rate, without a study of some kind of cost figures we don't know. We are working in the dark.

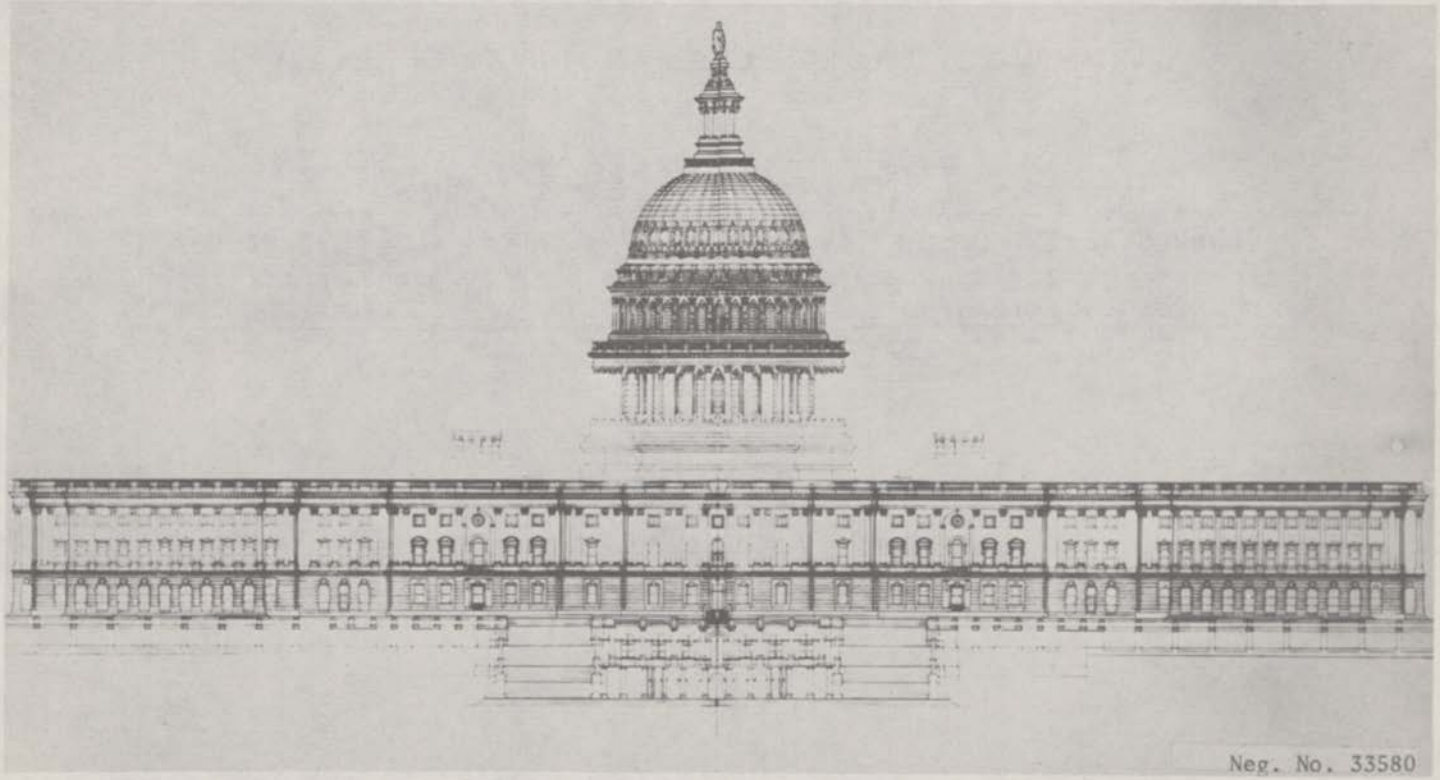
Mr. CAMPIOLI. We don't agree that a study hasn't been made, as Dr. Clair did make such a study.

Senator PROXMIRE. Of restoration?

Mr. CAMPIOLI. Yes, sir.

Senator PROXMIRE. It is a study which says the cost will be $10 million to $50 million.

Mr. CAMPIOLI. There are so many indeterminates in a restoration study, that a closer estimate could not be possible, Dr. Clair more than anybody else has delved into the makeup of this wall by removing, as I said, six stones; by making 65 core borings. No one has gone into this west wall to the extent that Dr. Clair has. If he cannot give



Line drawing showing existing elevation of west front.

WEST ELEVATION - WEST FRONT EXTENDED

you a better figure than that, I doubt that you would get it from anyone else.

Senator PROXMIRE. We have heard some pretty fantastic estimates and erroneous estimates by the Defense Department on defense systems, but nothing this wide open.

QUALIFICATION OF DR. CLAIR

Mr. CAMPIOLI. If Dr. Clair doesn't know, I don't believe anybody can come up with any better answer; because he has delved into this wall more thoroughly than it is possible for any outside engineer you could bring in right now, to so do.

Senator MONTOYA. What are Dr. Clair's credentials?

Mr. CAMPIOLI. He has had long experience on old structures. We have his background in our files. If the chairman wishes we will be glad to place it in the record.

Senator MONTOYA. I wish you would do that.

Mr. CAMPIOLI. We will be glad to, Mr. Chairman.

(The biography follows:)

BIOGRAPHY OF DR. MILES N. CLAIR, PRESIDENT, THE THOMPSON & LICHTNER CO., INC.

Drexel Institute of Technology.—B.S. in engineering, doctor of engineering.
Massachusetts Institute of Technology.—S.M., in civil engineering.
Registered professional engineer in many States.
Listed in.—"Who's Who," "Who's Who in Science," "Who's Who in Engineering," "Who's Who in Commerce and Industry," "Who's Who in New England," "Who's Who in Massachusetts."

EXPERIENCE

Experience includes design and supervision of all types of engineering construction, consultations tests and research in structural and industrial materials, including masonry, cement, concrete, aggregates, steel, wood, and miscellaneous; soil analysis, process development, design and installation of plant equipment; investigation of structural difficulties; airports, highways, sewers, tunnels, and subaqueous construction.

Member American Concrete Institute (Past Director), Advisory Committee, Standards Committee, General Chairman Specification Committee, Vibration Committee, Building Code Committee, Life Member American Society of Civil Engineers (Past President New England Section ASCE), Joint Committee on Concrete and Reinforced Concrete, Member Boston Society of Civil Engineers (Past President) various committees; Vice President American Standards Association, Inc. (Construction Standards Board), Committee on Reinforced Gypsum, Past President American Society for Testing and Materials (Director and Past Chairman New England District ASTM), Committee C-9 Concrete, C-1 Cement, D-18 Soils, Member Building Code Committee of Boston, Massachusetts, Committee Subsoils of Boston, Clemens Herschel Award.

Author of numerous technical articles on design, materials and construction. Author of sections in Marks Mechanical Engineers Handbook on Concrete, Masonry and Reinforced Concrete Construction and Concrete Plain and Reinforced by Taylor & Thompson & Smulski.

SERVICES RENDERED IN CONNECTION WITH FOLLOWING HISTORIC STRUCTURES

The following are examples of old historic structures on which consulting engineering services have been rendered, involving investigations, examinations, tests, and studies with respect to structural deterioration and deficiencies, and recommendations of work necessary to remedy deficient and deteriorated conditions:

1. Projects on which Doctor Clair, Thompson and Lichtner Company, has rendered complete similar services to those rendered by him for the West Central Front of the United States Capitol project:

Trinity Church, Boston, Mass. (1872): H. H. Richardson, Architect.
State Prison, Boston, Mass. (c. 1800)
The Old Architectural Center, Boston, Mass. (18th century)
Capitol Building, Kentucky (1910)
First Baptist Church, Watertown, Mass. (c. 100 yrs. old)
First Universalist Church, Lynn, Mass. (over 100 yrs. old).

Services rendered have included examination of the entire structures and submitting recommendations for remedial work necessary for safety.

2. Projects on which Doctor Clair, Thompson and Lichtner Company, has rendered consultative and advisory services and made recommendations for remedial action:

State House, Boston, Mass. (1795–1808), Charles Bulfinch, Architect.
Park Street Church, Boston, Mass. (1800)
King's Chapel, Boston, Mass. (1749–1754), Peter Harrison, Architect.
St. Stephen's Roman Catholic Church, Boston, Mass. (1804), Bulfinch, Architect.
St. Patrick's Cathedral, New York City (19th Century), James Renwick, Architect.
Harvard University, Cambridge, Mass. (older buildings, 18th century).

(Note: Dates shown indicate year erected or completed.)

EXTENSION SPACE AND DESIGN

Senator MONTOYA. You may proceed, Mr. Campioli.

Mr. CAMPIOLI. The west extension will provide underground loading and unloading facilities. One gifted architect some years back recommended an extension to the west and said the west front "has always had an undigested look." The dome has no focal point. It gives the appearance of being much too large and heavy for the small central portico under it. It lacks a focal point or axis. The objections could be overcome by retaining the essential early architecture, by widening the portico slightly and providing a pediment over the portico, breaking the 700-foot more or less straight roof line that now exists.

The steps leading to the terrace would be slightly narrowed and relocated for better composition and utilization of space. Other then these changes, the prevailing architecture would be reproduced.

TESTIMONY OF REPRESENTATIVE OF AMERICAN INSTITUTE OF ARCHITECTS

Mr. Yerkes, representing the American Institute of Architects, testified a few years ago:

I would like to point out this is not an esthetic controversy as far as the American Institute of Architects is concerned. We have no criticism of design for the extension of the west front.

RESOLUTION OF AMERICAN REGISTERED ARCHITECTS

The American Registered Architects adopted a resolution stating in part:

This committee endorses the proposal to correct the condition of the crumbling Capitol by extending the west front as proposed, accomplishing the preservation for posterity, the architectural details that are now lost in crumbling sandstone and paint.

GENERAL ACCEPTANCE

Insofar as design is concerned, plan 2 has received general approval or acceptance. This plan contemplates the extension of the west cen-

tral front in the same manner as the east front, retaining the essential character of the existing architecture but with improvements to strengthen the west front architecturally.

I have already covered the matter of the amount of extension and its square footage. The arrangement of space within the walls could be changed and probably will be changed before the final plans are completed.

Space and Cost

There is a list of the type of rooms and spaces that can be provided on the various floors detailed on pages 19 through 22 of our prepared justification. Based on the preliminary plans prepared in 1967 the total cost of the project was estimated as $34,937,100. A recent updating of the figure resulted in an estimate of $44,791,000.

This 1969 figure is based on 1966 figures, adding building costs index data for 1967 and 1968 and an estimated 7-percent-per-year increase compounded annually through 1973. A breakdown of the cost appears on pages 23 and 24 of our prepared justification.

UNANIMOUS APPROVAL OF COMMISSION FOR EXTENSION OF THE U.S. CAPITOL

Plan 2 has been approved unanimously by the Commission for the Extension of the Capitol. The Congress itself has approved the plan to the extent that it appropriated $300,000 for preparation of preliminary plans, a model, and estimates of cost. The plan has been developed and approved by an outstanding group of professional private practicing nongovernmental associate architects.

Other Endorsements

The advisory architects, consisting of two fellows of the American Institute of Architects and an outstanding landscape architect, strongly endorsed the plan. The Thompson & Lichtner Co., engaged to make a study of the condition of the west front and to recommend required remedial measures, recommend an appropriately designed and constructed extension, after considering all other alternatives.

Plan 2 has the strong approval of the Architect of the Capitol and his staff. Plan 2 has been strongly approved by the American Registered Architects. Plan 2, as far as design is concerned, has been approved by a spokesman for the American Institute of Architects before your committee in 1968.

Senator Montoya. May I interrupt you there?

Will you differentiate between the American Registered Architects and American Institute of Architects?

Mr. Campioli. They are two different professional organizations, in much the same way as the AFL and CIO unions used to be. They both represent practicing architects.

MEMORANDUM OF AMERICAN INSTITUTE OF ARCHITECTS

In the memorandum of the AIA in 1958, the AIA stated:

"It is believed that the space requirements could be better filled—at far less cost—by leaving the east front alone and instead, developing a proposed scheme for expansion on the west side of the building."

INSTITUTE MEMBER STATEMENTS

Members representing the AIA stated in 1958:

"The real needs of Congress could in any event be cared for by extending the building to the west, where there is no great architectural masterpiece to be preserved."

At the Senate hearings of the Committee on Public Works in 1958 an AIA member stated:

"We have no reason to worry over architectural changes of this sort in the less masterly Capitol west front, and the concern of architects at this point can be dismissed into the realm of rhetoric."

AMERICAN SOCIETY OF LANDSCAPE ARCHITECTS QUOTE

A delegation from the American Society of Landscape Architects who made suggestions which we adopted then agreed to take no position on the extension project, stating as their reason:

"* * * in view of the fact that it has been in preparation for years with private and public knowledge and approval, and is in the hands of eminently qualified professional persons of high standing in their own organizations."

DISAPPROVAL OF AMERICAN INSTITUTE OF ARCHITECTS

The only architectural society to our knowledge to disapprove of proceeding with the current extension plan is the American Institute of Architects. At least that is said to be the position of the leadership of the institute. Such a position amounts to a complete reversal of their 1958 position. Their current opposition is said to be based on a report of their task force. The task force spent part of one day in our office going over the plans and examining the building. A copy of our comments on this task force report is appended to our justification and appears on pp. 568–582 of the hearings.

With respect to the current AIA leadership opposition, we should mention again they also opposed the east front extension but the Congress, nevertheless, proceeded with the project. It now should be obvious who was right and who was wrong.

There follows a number of pages covering the legislative history of the extension of the Capitol project and the laws governing the project. I presume you would not want these read, Mr. Chairman.

Senator MONTOYA. No. They will be made part of the record.

RESTORATION NONFEASIBILITY

Mr. CAMPIOLI. We have some comments in our justification regarding the matter of restoration of the Capitol west front as not feasible, economical or a thoughtful proposition. These sections of the building are 150 to more than 170 years old. The exterior is of sandstone. There are no expansion joints in the structure. The walls have cracked, in many cases from top to bottom, and are out of alinement. The most serious cracking has required shoring with wood timbers during the last 4 or 5 years in order to prevent collapse. There is no longer one exterior west wall but rather a series of sections of walls created by the extensive cracking.

Stone has broken off and fallen due to pressure and movement. Stones have become displaced. Keystones have settled leaving voids. Engineering studies have shown many voids throughout the interior of the walls due to the poor workmanship. The foundations are inadequate. The walls are made of interior stone, rubble and brick work and the center core of loose stone rubble. The building is of wall-bearing arched floor construction and these are the walls that carry the thrust from the arches which support the interior loads.

Conclusions of Dr. Clair, Consulting Engineer

Dr. Clair gave careful consideration to the possibility of correcting the condition of the west walls and concluded in his 1964 report that a properly designed extension would provide the desired lateral support for the west-central portion and would be the least hazardous and cause the least interference to continued congressional use of the building during the construction period.

He confirmed that position in his recent report to the Architect of the Capitol. In his 1964 report Dr. Clair spelled out his reason for rejecting such possibilities as:

Retention and repair of the existing walls.

Refacing the existing walls.

Removal of the outside sandstone completely and replacement by high-quality marble and granite.

Removal of the entire wall and foundation and replacement by reinforced concrete with a facing of high-quality marble and granite.

Dr. Clair, an expert in the field of structural engineering related especially to old buildings in this country, did not recommend any of the cosmetic treatments recommended by some who do not shoulder the responsibility for the proper care, preservation and use of the National Capitol.

His conclusions and recommendations are shared by the Capitol Commission in charge of the project, the Architect of the Capitol, and his professional staff, and every private-practicing architect and engineer who has been engaged to study the project.

Recommendation Against Additional Restoration Action

For the reasons cited above, I recommend against any further action on the so-called restoration of the west front for the following reasons:

Restoration does not provide a permanent solution. The appearance, if piecemeal repairs are made, would be more objectionable than the present painted surface.

If refaced, the cracks and bulges would again appear after a few years.

If the walls are rebuilt completely the danger and risks would be too great.

The whole west-central portion of the building between the House and Senate wings, including some interior rooms and spaces, would have to be vacated by the Congress over a long period of time.

The cost of restoration was estimated several years ago to be between $10 and $50 million. They have escalated since that time. Furthermore, a true cost figure is impossible to obtain. A leading advocate of restoration has stated publicly that restoration could exceed the cost of the proposed extension.

There are so many uncertainties involved in restoration or rebuilding in place, the work would have to be done under a cost-plus contract with leeway as to the ultimate total cost.

No space would be gained in the Capitol for the vital operations of the Congress, and for the use of the public.

AVAILABILITY OF SANDSTONE: AQUIA CREEK QUARRY

Mr. Chairman, relating to the comment that was just made about the sandstone being available, I have here a sample of the last piece of sandstone that we were able to get out of one of the Aquia Creek quarries from which stone may have come for the Capitol. The stone for the Capitol came from 27 different quarries in Aquia Creek. As far as we know, most of those quarries are all spent of good material. The material of this sample is full of inclusions. By that I mean these inset stones, [pointing] which in time would work out. This, however, is a sample of one of the better pieces of material that was taken out of the west front when we did some minor alteration work in connection with the basement of the building. Ours is a much preferable sample of material to that sample recently acquired.

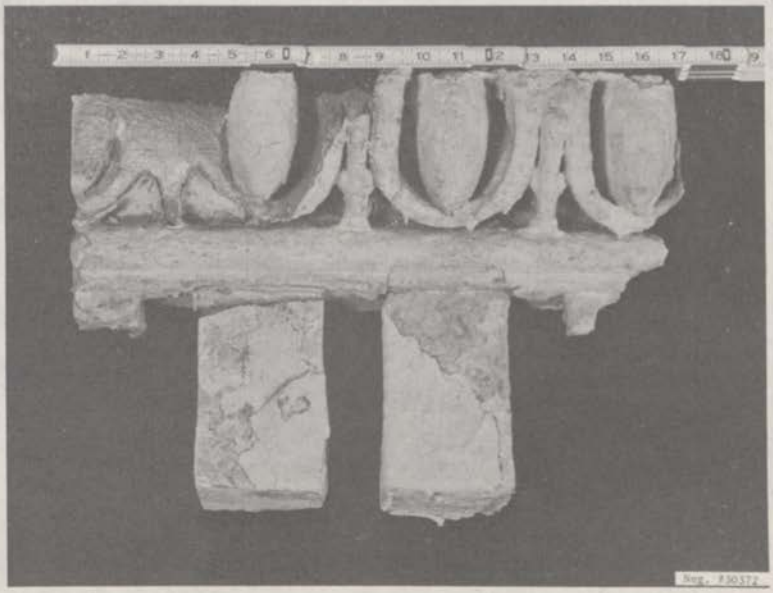
In addition to which we are informed that there are no operating quarries in Aquia Creek now.

CORNICE SECTIONS

I have here samples of the section of the cornice which fell down in recent years. This egg and dart section was located under the projecting cornice at the northwest corner of the west-central wing. The overhang of the cornice causes weight to be put on the front edge of these eggs here. I show you now one of the dentils which once hung under the egg and dart motif. Now if any pieces of this size were to fall on an individual the results, of course, would be disastrous.

(See illustration on p. 637.)

View of main building cornice at the northwest corner of the west central wing showing portion of the egg and dart motif which has fallen out as shown in bottom photograph.



DEMONSTRATION OF DRAWINGS

May I proceed with an explanation of the drawings, Mr. Chairman?

Senator MONTOYA. Yes, you may do so.

Mr. CAMPIOLI. We have already covered these two drawings. There have been objections raised because the sightline of the Capitol dome may be reduced. This simple drawing shows a person located on First Street West. What he now sees is shown by the green broken line. What he would see if the extension were provided is represented by the red line. You can see there is not very much difference between the two. A person standing on the lower terrace would now see the lower limit of the dome along the green broken line and the extension would limit the vision to the red line, showing the dome would still be visible.

SUB-SUB BASEMENT PLAN

The extension plans provide for a substructure which is one story below the grade of the lower terrace. This structure will serve to act as a counterfort and buttress for the old west wall. The engineers plan to provide long braces to the existing wall which this structure will resist.

(See illustrations on pp. 639, 640.)

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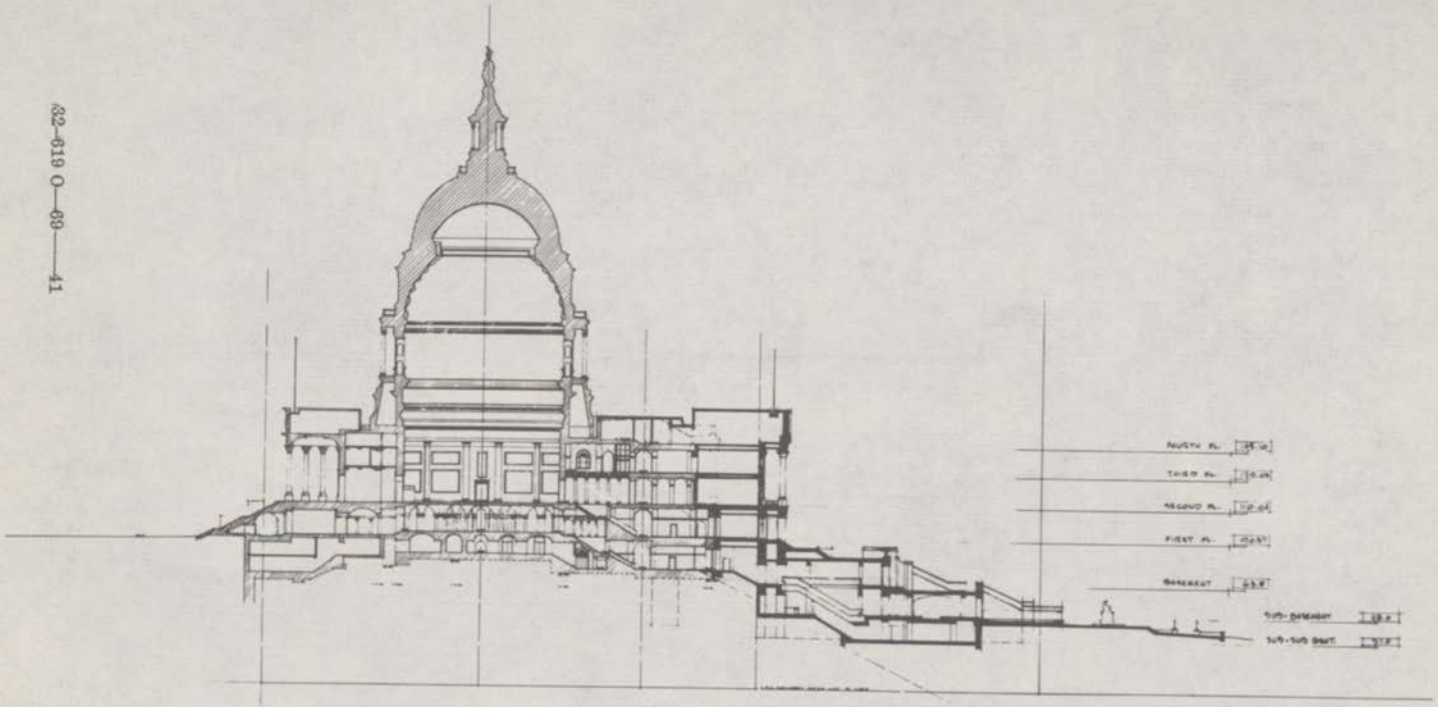


639

Proposed Extension of West Central Front - East-West Centerline Section looking South

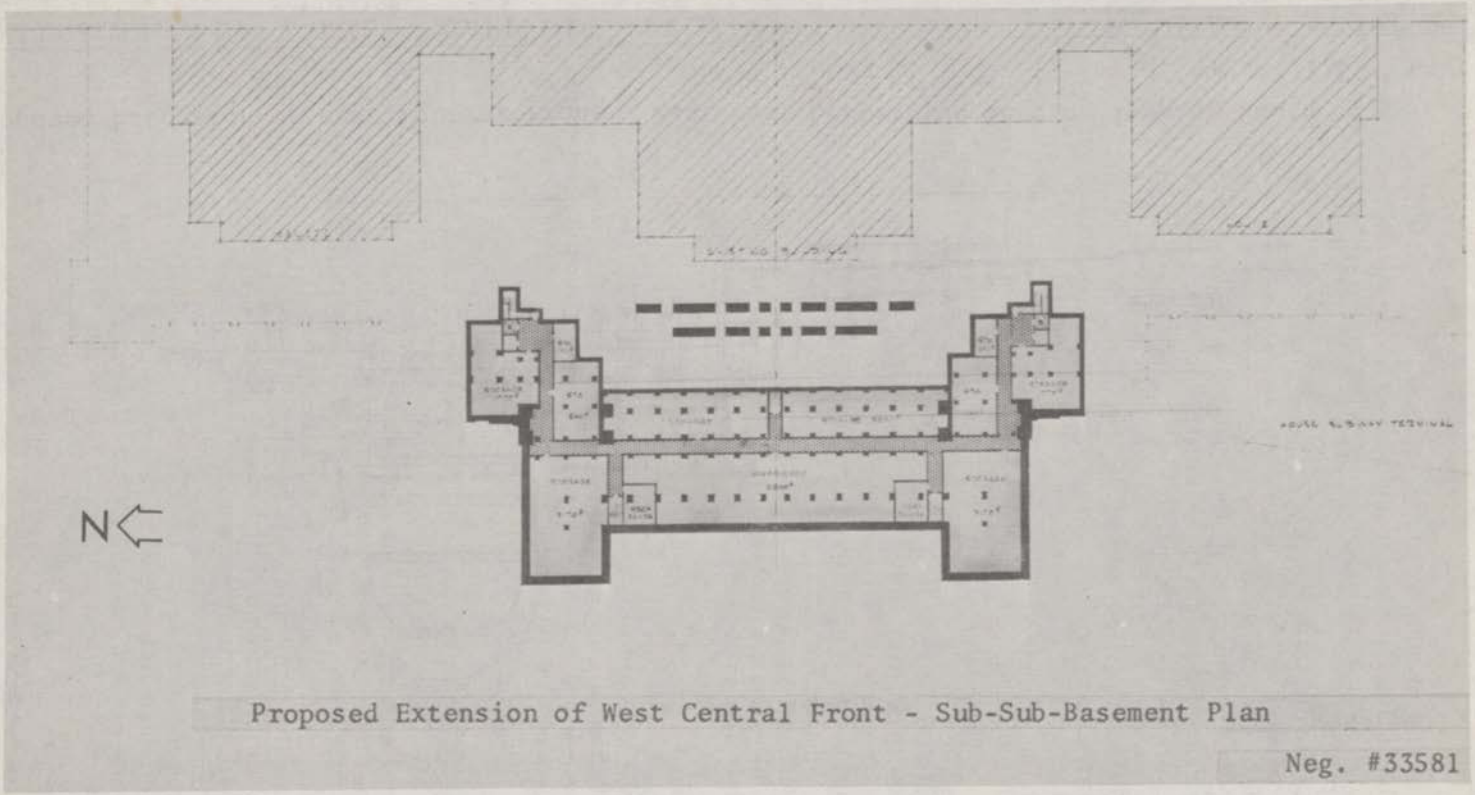
Neg. #31308

EXTENSION OF THE CAPITOL PROJECT
WASHINGTON D. C.

U. S. CAPITOL BUILDING
EAST-WEST CENTERLINE SECTION

J. GEORGE STEWART - ARCHITECT OF THE CAPITOL
ASSOCIATE ARCHITECTS

9



Proposed Extension of West Central Front - Sub-Sub-Basement Plan

Neg. #33581

SUBBASEMENT PLANS

At the ground floor level, this is the area where there is space available, if the Congress should so decide, to provide visitor accommodations such as toilets and any other conveniences they might deem proper.

(See illustration on p. 642.)

Senator YOUNG. You say there are around 7 million visitors a year. How many toilet facilities are available for men and women?

Mr. CAMPIOLI. At the present time?

Senator YOUNG. Yes, visiting the Capitol.

Mr. CAMPIOLI. I have not made a recent count of them but I do know there are very few public toilets. There is a men's and women's toilet at the north end of the first floor of the Capitol in the Senate wing. There is a men's toilet on the first floor at the south end of the House wing. There are two women's toilets down in the direction of the rotunda and crypt area and there are a few others; however the number of public toilets is very minor.

Senator YOUNG. The one on the Senate side is like the Grand Central Station now. Visitors often stop here and they ask where they can find a toilet. It is a kind of complicated procedure to tell them how to get to one. It is up or down a floor or around the corner.

Mr. CAMPIOLI. We recently installed some signs in the Capitol directing the people to the few toilets that are available.

Senator YOUNG. If you just shored up the wall and had no extension, how would you provide these minimum necessary facilities? I think these are necessary ones that have to be provided somehow. How would you do that?

Mr. CAMPIOLI. Last year the House Appropriations Committee asked us to make such a study. We did. We thought we had a room lined up on the first floor on the House side for a women's toilet. Before we could submit our report, the room had been reassigned. That was the only space available at the time and its assignment for other needed purposes took away from us the only suggestion we could make for a new public toilet after surveying the building.

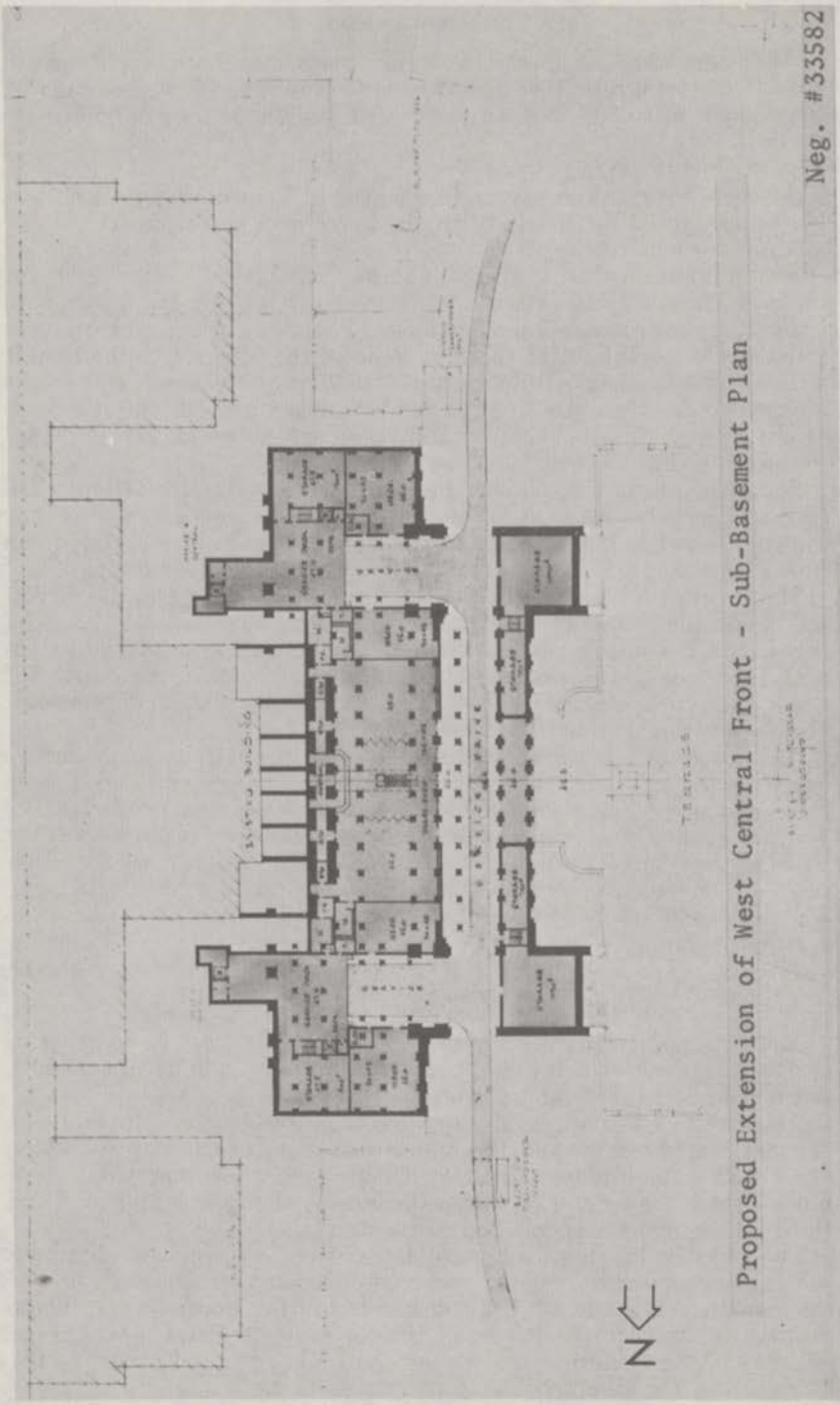
Senator YOUNG. Thank you.

LOADING DOCKS

Mr. CAMPIOLI. This floor plan at grade also shows the location of two loading docks which would be located out of view under the terrace, one on the Senate side and one on the House side.

At present all food, trash, and garbage are brought in and out through the two sidewalk lifts on the east front of the Capitol which is really, in my opinion, a disgrace. I believe this new plan would be a much preferable way of handling the receipt of supplies and food and the discharging of the trash and garbage.

The two new loading docks would also make it possible to eliminate the existing unsightly wooden ramps now located on the north side of the Senate Wing and on the south side of the House Wing. These ramps are now required for use by the Government Printing Office for delivery of the Congressional Record and other printed matter to the Capitol and for other necessary purposes.


Proposed Extension of West Central Front - Sub-Basement Plan
Neg. #33582
N

BASEMENT LEVEL

The area at the basement level consists largely of the reconstruction of the terrace in this area, which would be necessary for us to remove in order to provide the proper buttressing action for the old west front walls and followed by the reconstruction of the braces and the filling in of the two courtyards that now exist.

(See illustration on p. 644.)

FIRST FLOOR LEVEL

At the first floor level, the blue shading shows the amount of area that would be gained. Here again, aside from the location of the permanent elevators, stairs, and toilets, the rest of the interior space is subject to modification to meet the requirements of Congress.

(See illustration on p. 645.)

SPACE DEVELOPMENT

Senator MONTOYA. Now whom do you intend to consult with respect to the development of this space?

Mr. CAMPIOLI. First of all, the Commission on the Extension of the Capitol, and then on the House side, the Speaker of the House of Representatives and on the Senate side, the Senate Rules Committee.

SECOND AND THIRD FLOOR LEVEL

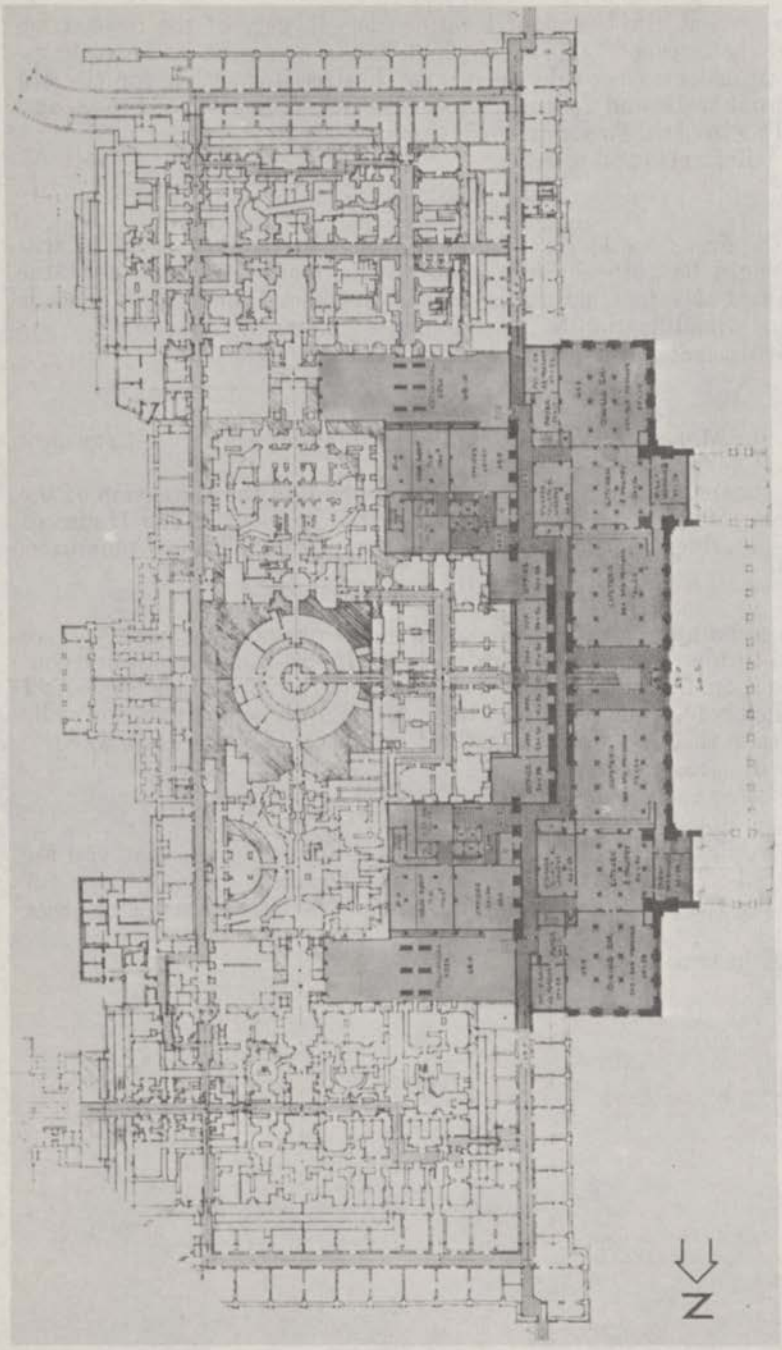
The second and third floors would again provide the space you see shaded in blue and provides us with an opportunity for a joint conference room on the east-west central axis at the third floor level. As I explained before, the reason for the location of these new exterior walls is to locate them outside the farthest extension of the present wall.

(See illustrations on pp. 646, 647.)

FOURTH (ATTIC) FLOOR PLAN

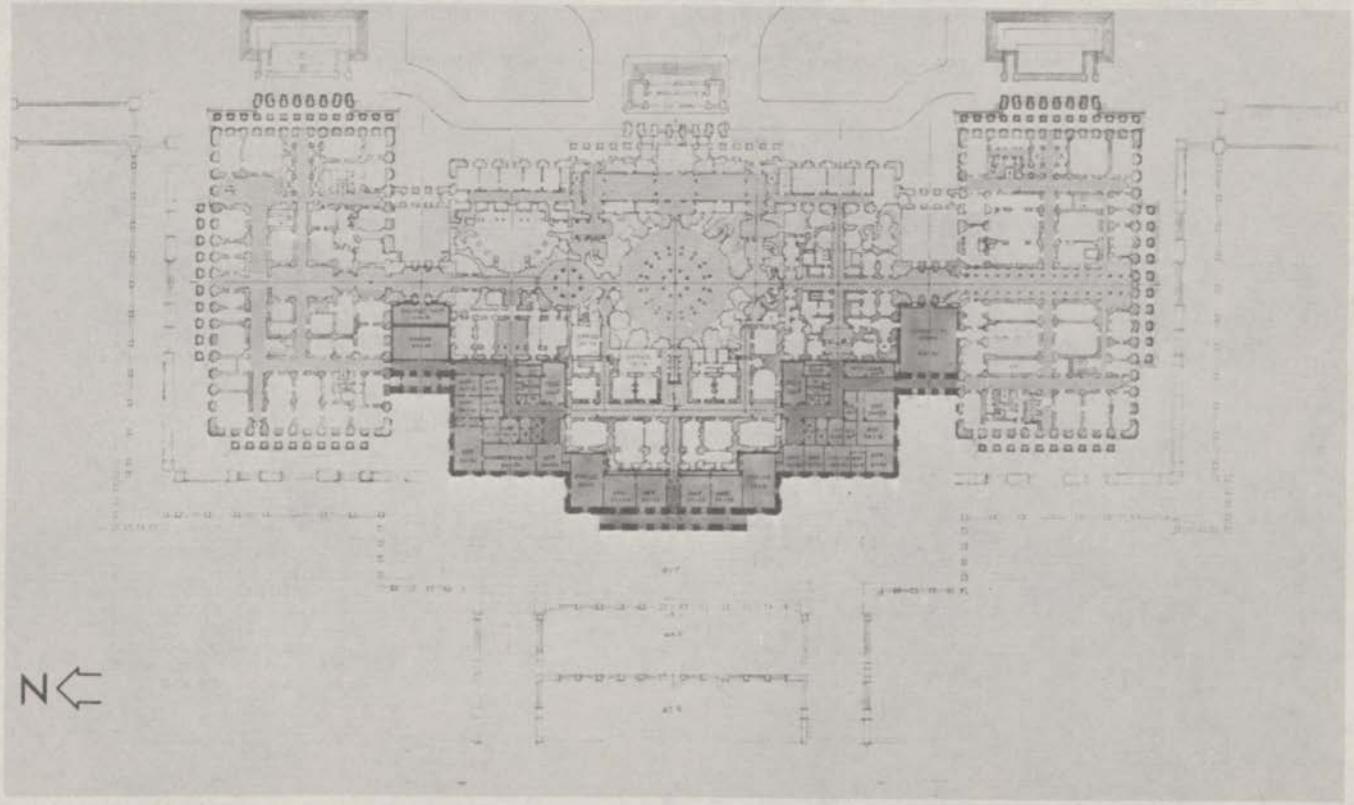
We would also gain the amount of additional space that you see portrayed in blue in the attic level which would provide space for increasing the storage of House documents, Senate library, and other facilities.

(See illustration on p. 648.)



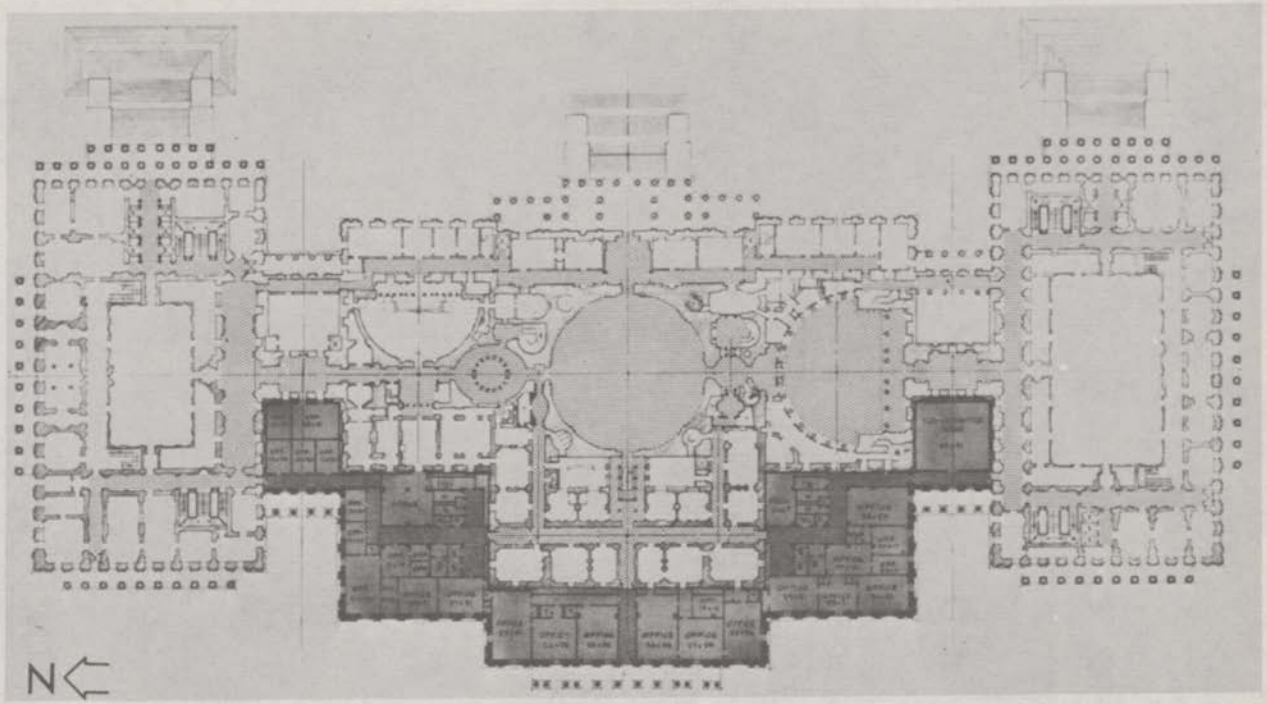
Neg. No. 33583

Proposed Extension of West Central Front (shown shaded)—Basement Plan



Neg. No. 33584

Proposed Extension of West Central Front (shown shaded)—First (Ground) Floor Plan



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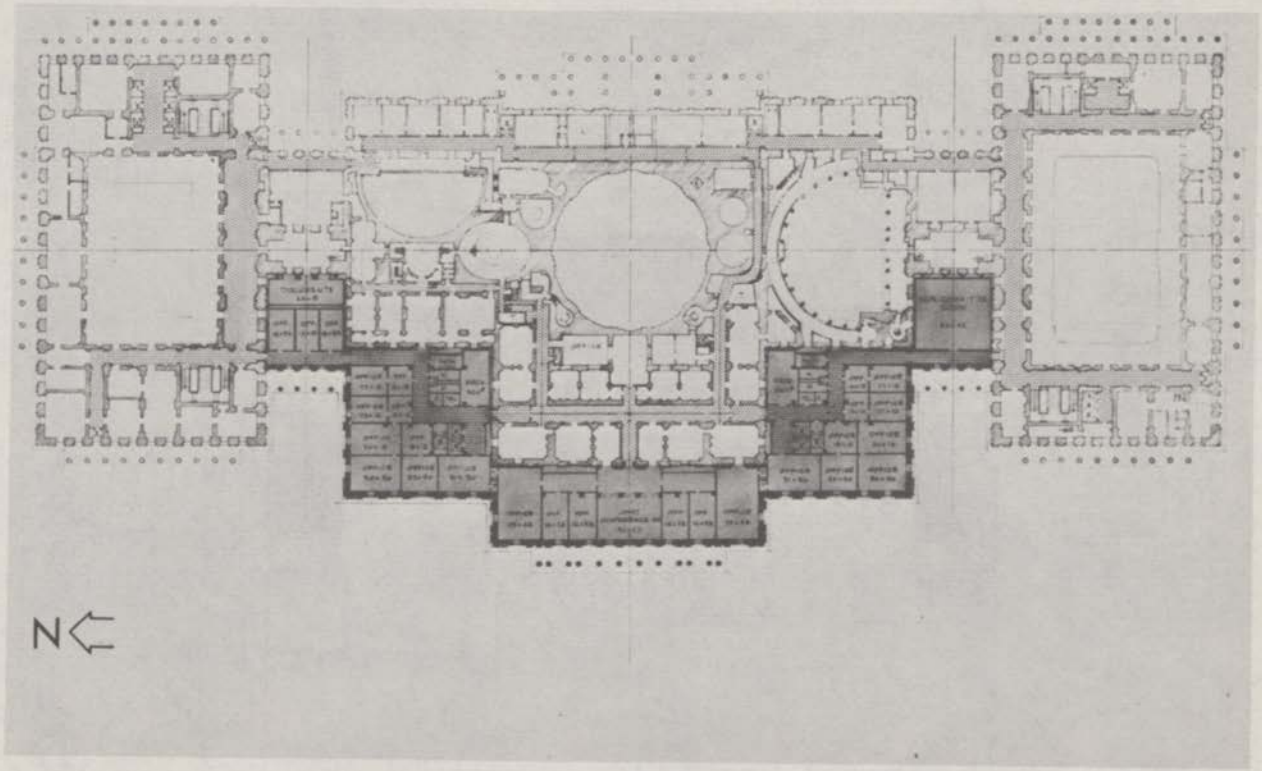
Proposed Extension of West Central Front (shown shaded)—Second (Principal) Floor Plan



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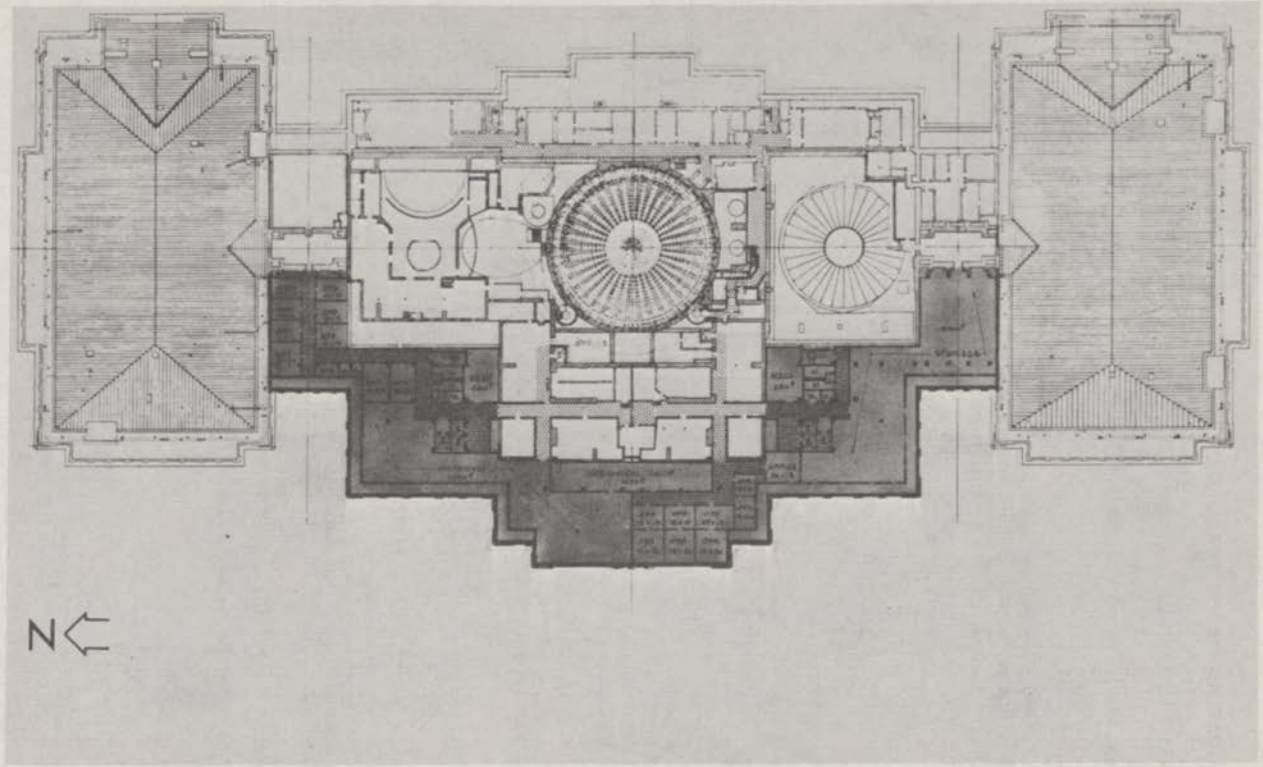
Proposed Extension of West Central Front (shown shaded)—Third (Gallery) Floor Plan



Neg. No. 33587

Proposed Extension of West Central Front (shown shaded)—Fourth (Attic) Floor Plan

PROGRAM EXTENSION

VACATING OF SPACE AND PROPOSED TEMPORARY ACCOMMODATIONS

One of the important problems connected with the extension versus restoration is the matter of vacation of space. With an extension project, we have to vacate the spaces in the center of the west terrace that you see shaded on this drawing and we will provide two temporary structures off the two corners of the terrace to accommodate, during construction, the people who are in the affected terrace areas.

(See illustration on p. 650.)

Senator MONTOYA. How much square footage are we going to lose during construction there?

Mr. CAMPIOLI. I haven't estimated that but I can supply the information for insertion in the record.

(The information follows:)

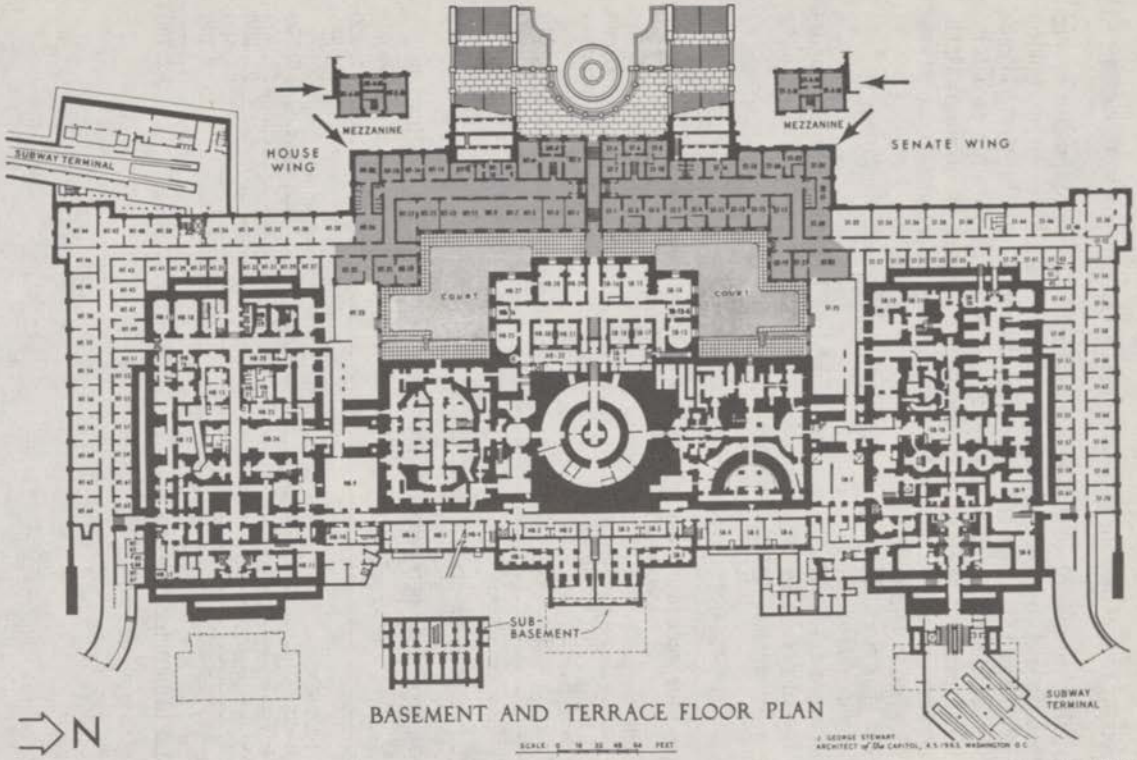
U.S. CAPITOL WEST CENTRAL FRONT

SQUARE FOOT AREA OF SPACES WHICH WOULD HAVE TO BE VACATED IF AN EXTENSION PROJECT IS AUTHORIZED

	Square feet
Terraces	30,000
Building proper:	
1st floor	670
2d floor	400
3d floor	600
Total in building proper	1,670

SQUARE FOOT AREA OF SPACES IF A RESTORATION PROJECT IS AUTHORIZED

	Square feet
Terraces	1,450
Building proper:	
Basement	5,700
1st floor	13,200
2d floor	21,300
3d floor	14,400
Attic	8,100
Total in building proper	62,700



Neg. No. 33588

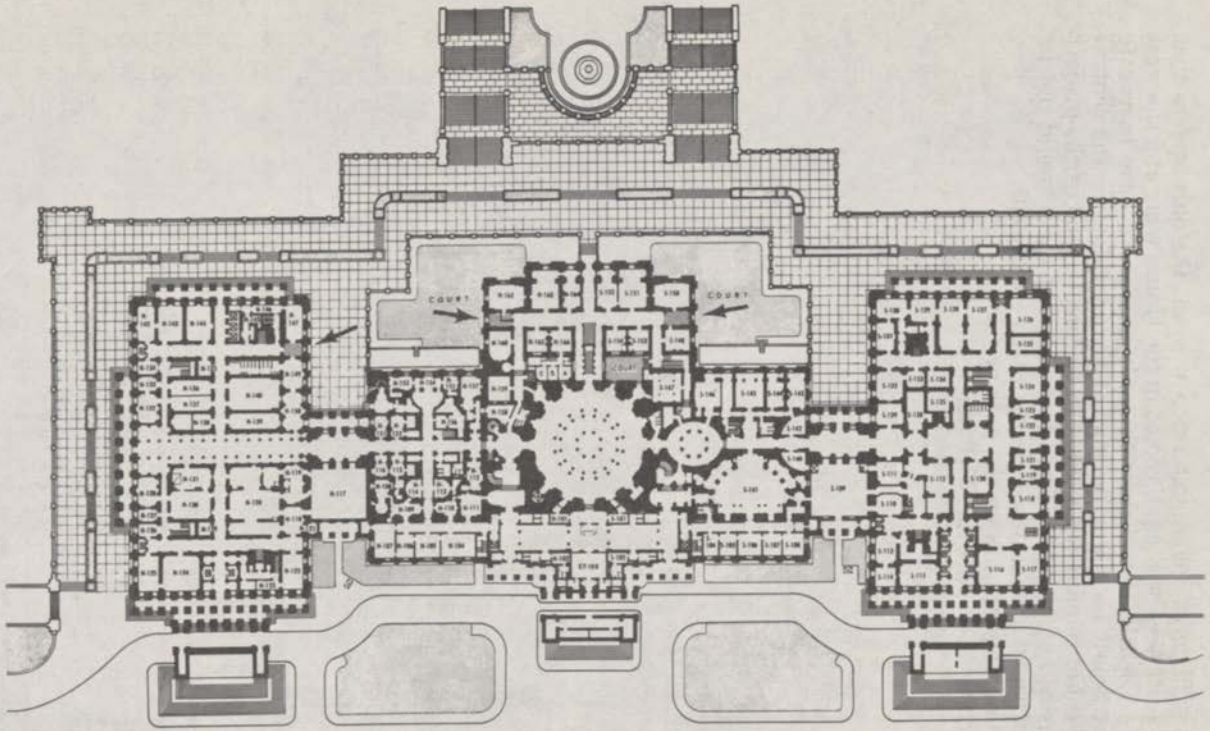
Plan of existing building showing areas which will have to be vacated if an extension project is authorized. Only terrace area need be vacated during construction (shown shaded)

First, Second, and Gallery Floors

On the first floor, under an extension project, the only spaces that we have to vacate are these small rooms in the House wing and the west central wing. On the second floor the only spaces we have to vacate are these two small rooms at the end of the corridors in the central wing. These could remain occupied until toward the end of the project after new space has been made available, so that there would not be anyone left without a room who is temporarily displaced.

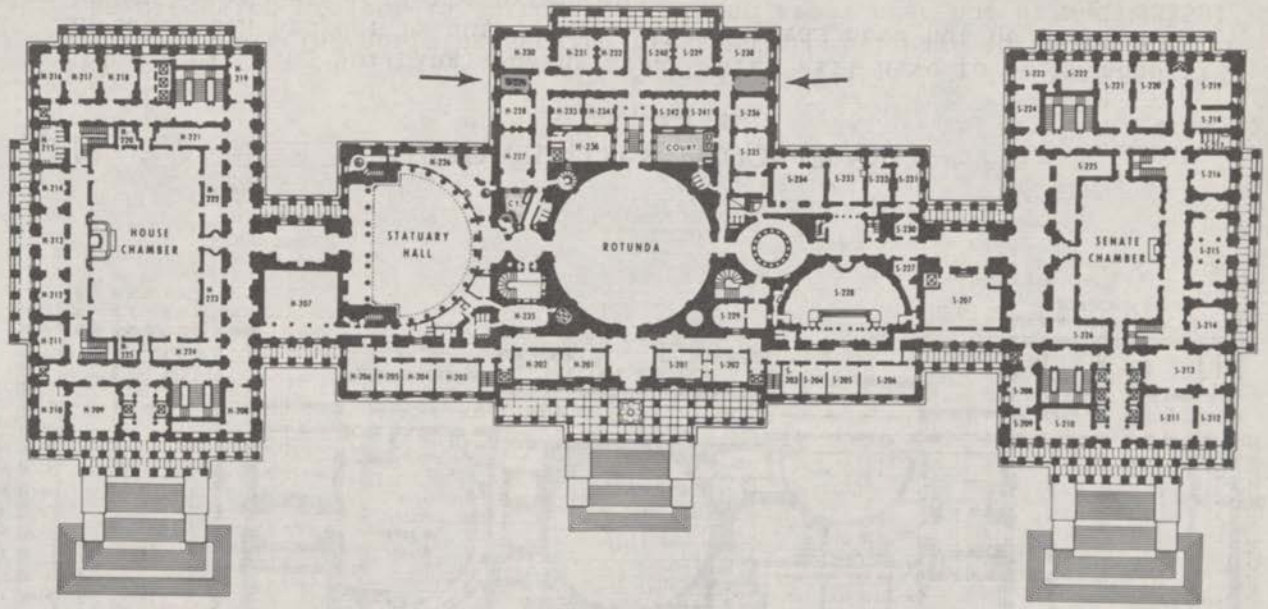
The same similarly applies on the gallery floor.

(See illustrations on pp. 652, 653, 654.)



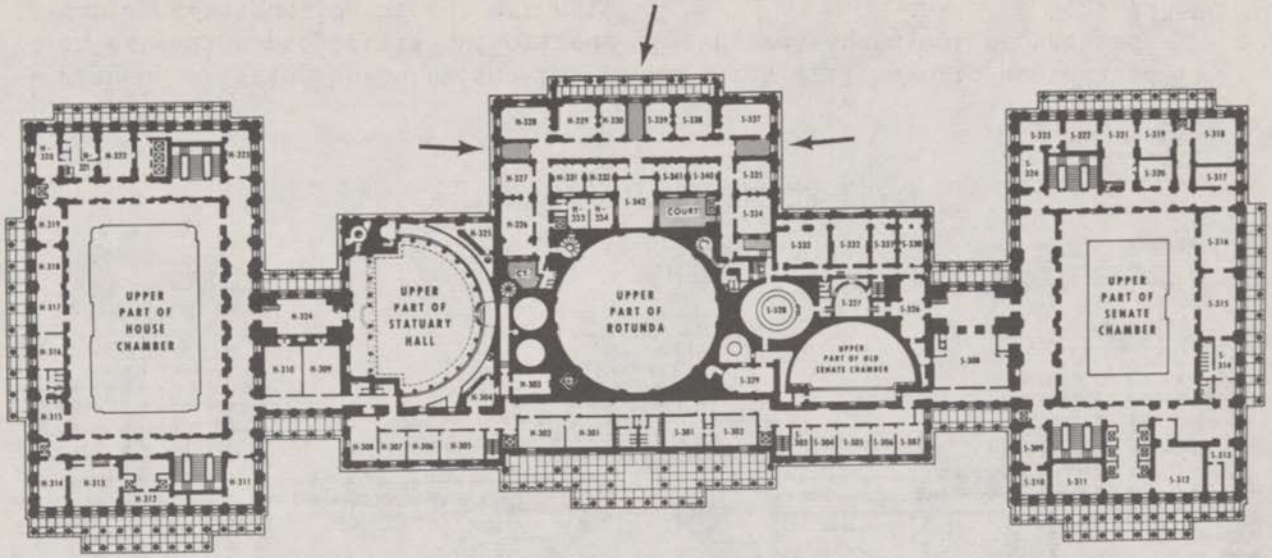
Plan of existing building showing areas which will have to be vacated if an extension project is authorized. These areas need not be vacated during construction of the extension.

Neg. #33589



SECOND (PRINCIPAL) FLOOR PLAN

Plan of existing building showing areas which will have to be vacated if an extension project is authorized. These areas need not be vacated during construction of the extension. Neg. #33590



N

THIRD (GALLERY) FLOOR PLAN

SCALE: 0 16 32 48 64 FEET

J. GEORGE STEWART
ARCHITECT of the CAPITOL
4.5.1963, WASHINGTON D.C.

Plan of existing building showing areas which will have to be vacated if an extension project is authorized. These areas need not be vacated during construction of the extension.

Neg. #33591

RESTORATION PROGRAM

TERRACES MODIFICATIONS

Now under a restoration program, in such a project, unless we remove a portion of the terraces in order to admit cranes and derricks to handle the heavy stones that would have to be handled (some of these stones in the Capitol weigh as much as 15 tons), we would have to structurally support the terraces with shoring in order to carry materials over the roof of the terraces down into these courtyards.

We would also have the problem of erecting derricks in these yards. They would have to be dismantled if a portion of the terraces is not removed and taken over the top of the terrace and then reconstructed in the courtyards.

BASEMENT FLOOR

These spaces on the basement floor would have to be vacated for a period of 5 to 10 years, Dr. Clair says, and be completely shored so that the restoration could proceed on the exterior walls.

(See illustration on p. 656.)

FIRST FLOOR

On the first floor all of the spaces you see shaded in brown would have to be vacated for that same restoration period while the restoration work is proceeding. These include the spaces of some of the leaders of the Senate and major committees of the House that would have to be vacated.

(See illustrations on p. 657.)

PRINCIPAL FLOOR

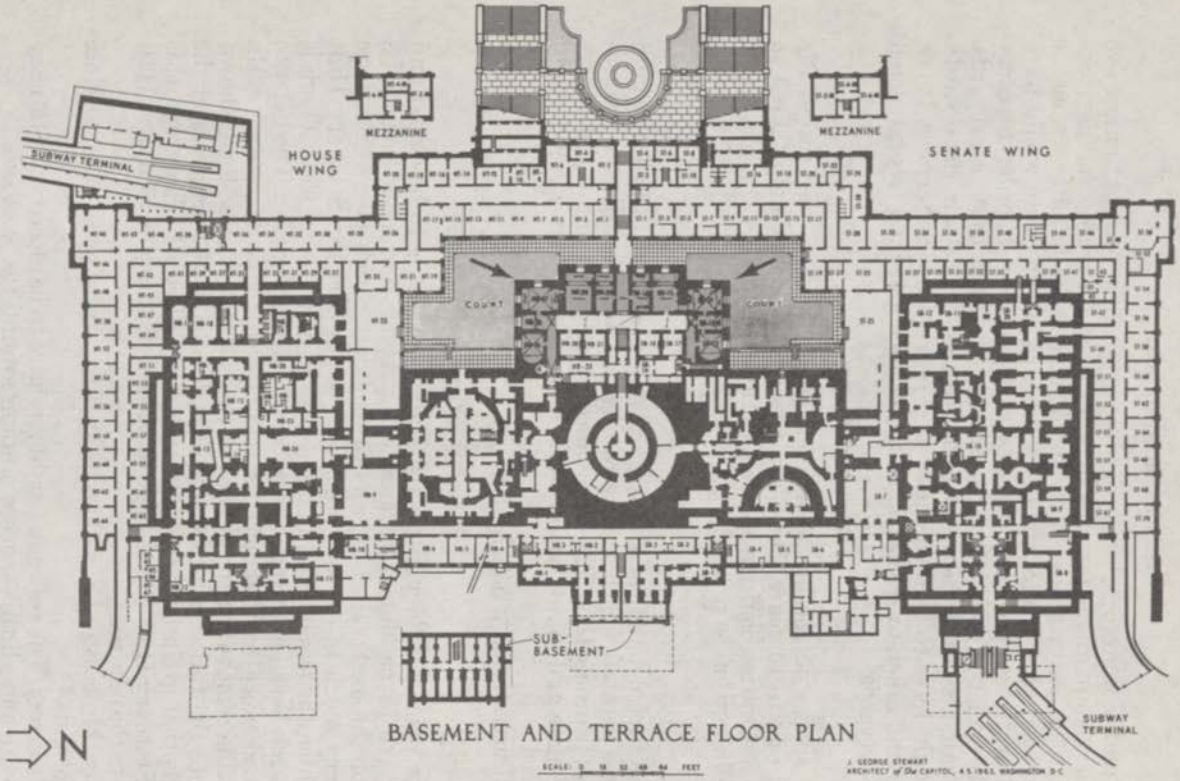
On the principal floor, Statuary Hall would have to be closed and would have to be shored because the present roof now thrusts its weight on the west wall. I have a drawing here which shows that there is not very much in the way of a wall to support the Statuary Hall dome which thrusts its load in the direction of the west wall. There is a small arch here (pointing) which acts as a slight buffer. The balance of the resistance to that arch is retained in the west central wall. Any sizable removal of stone, such as these large cornice stones shown going into the full depth of the wall and some of the members of the spandrels that are cracked, would endanger this wall. Therefore, this roof in Statuary Hall would have to be shored from the Statuary Hall floor up to the new roof.

Senator MONTOYA. Does that mean that you would have to close off the rotunda?

Mr. CAMPIOLI. The rotunda would not have to be closed but Statuary Hall would, and all this space wrapping around the west side.

(See illustrations on pp. 658, 659.)

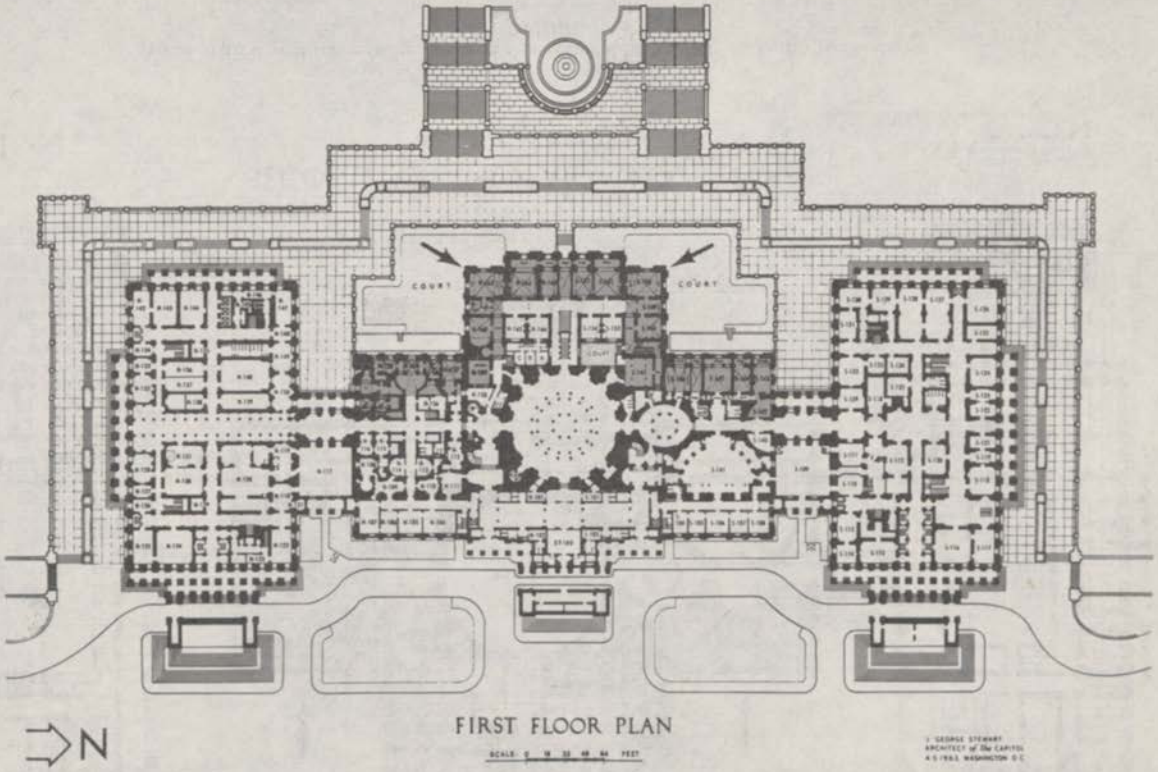
32-619 O—69——42



Neg. No. 33592

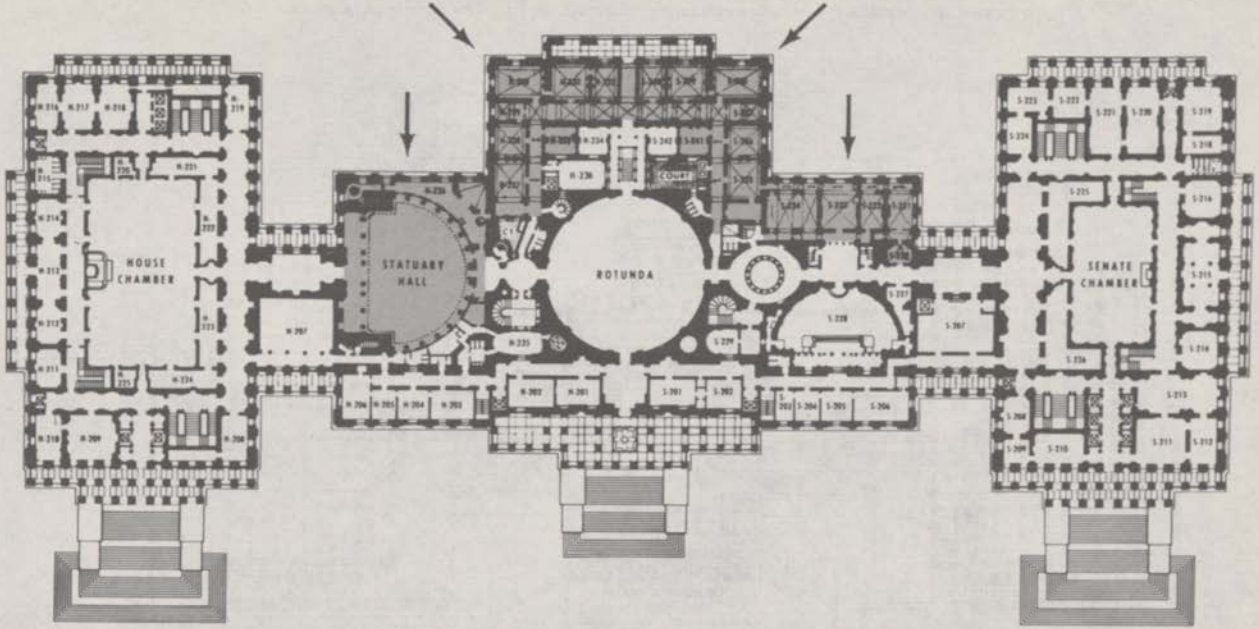
Neg. No. 33401

Plan of existing building showing areas which will have to be vacated if a restoration project is authorized (shown shaded)



Neg. No. 33593

Areas which will have to be vacated if a restoration is authorized (shown shaded)



SECOND (PRINCIPAL) FLOOR PLAN

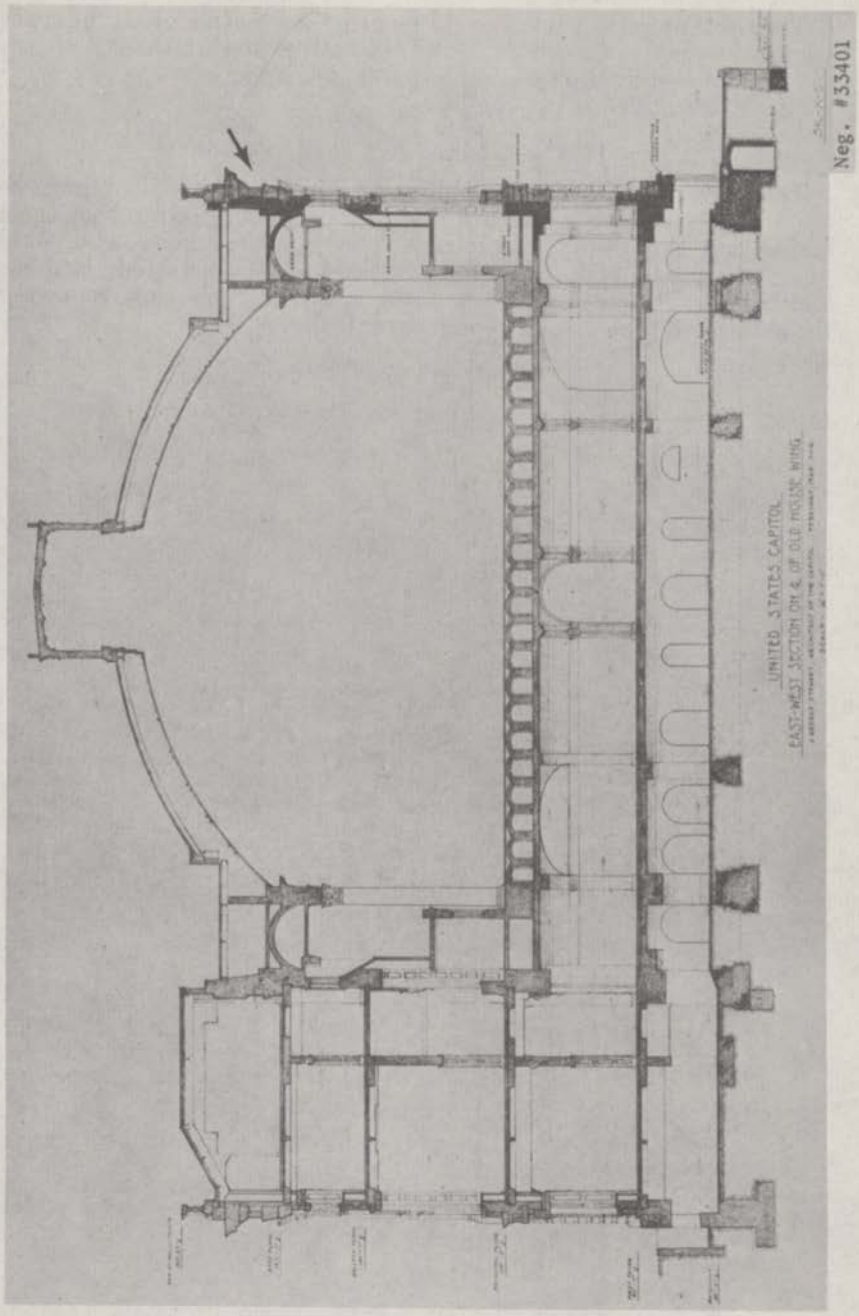
N

SCALE: 0 16 32 48 64 FEET

J. GEORGE STEWART
ARCHITECT of the CAPITOL
4.5.1963, WASHINGTON D.C.

Neg. No. 33594

Areas which will have to be vacated if a restoration project is authorized (shown shaded)


UNITED STATES CAPITOL
EAST-WEST SECTION ON S. OF OLD HOUSE WING
Neg. #33401

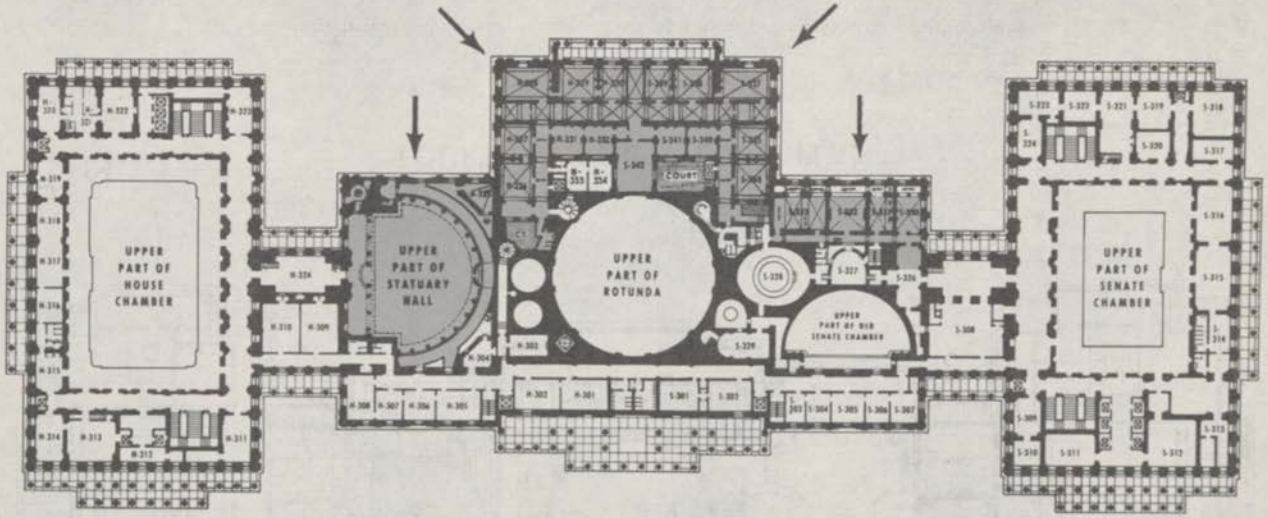
Third (Gallery) Floor

The third or gallery floor would require the vacation of all the space you see shaded in brown for a substantial period of time. And the attic would require the vacation of the shaded area.

(See illustrations on pp. 661–662.)

Reseating of Arches After Shoring Removal

The critical issue in this whole procedure is what will happen to the arches when the shores are removed. It is our feeling that these arches may not reseat themselves. There is no engineer who could guarantee they would, no matter how careful the work would be done, and there is danger that either immediately, or some time following the removal of the shoring, a collapse could occur.



N

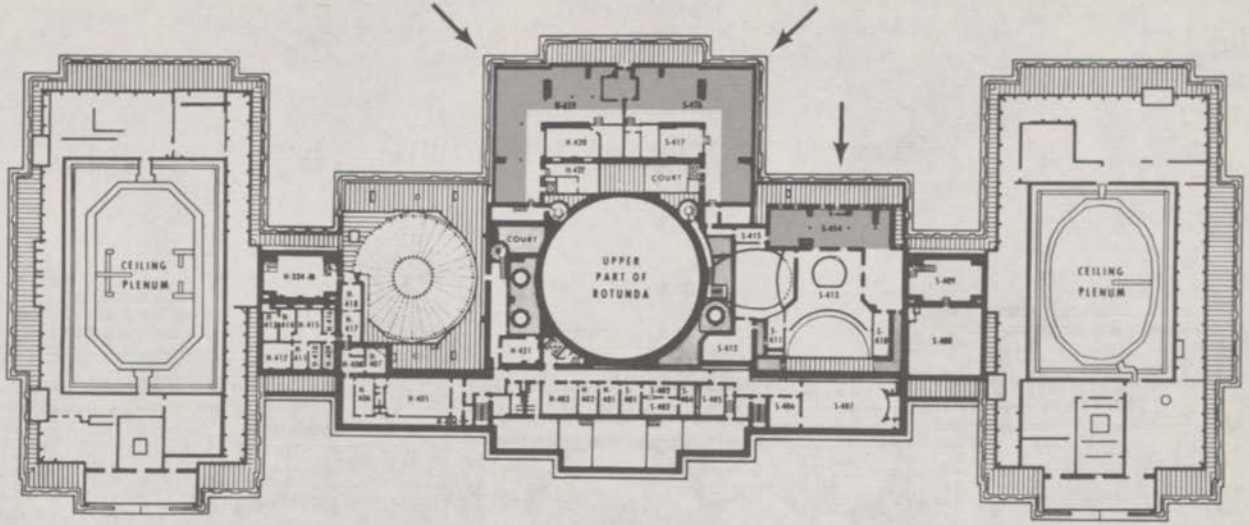
THIRD (GALLERY) FLOOR PLAN

SCALE: 0 16 32 48 64 FEET

J. GEORGE STEWART
ARCHITECT of the CAPITOL
4-5-1963, WASHINGTON D.C.

Neg. No. 33595

Areas which will have to be vacated if a restoration project is authorized (shown shaded)



N

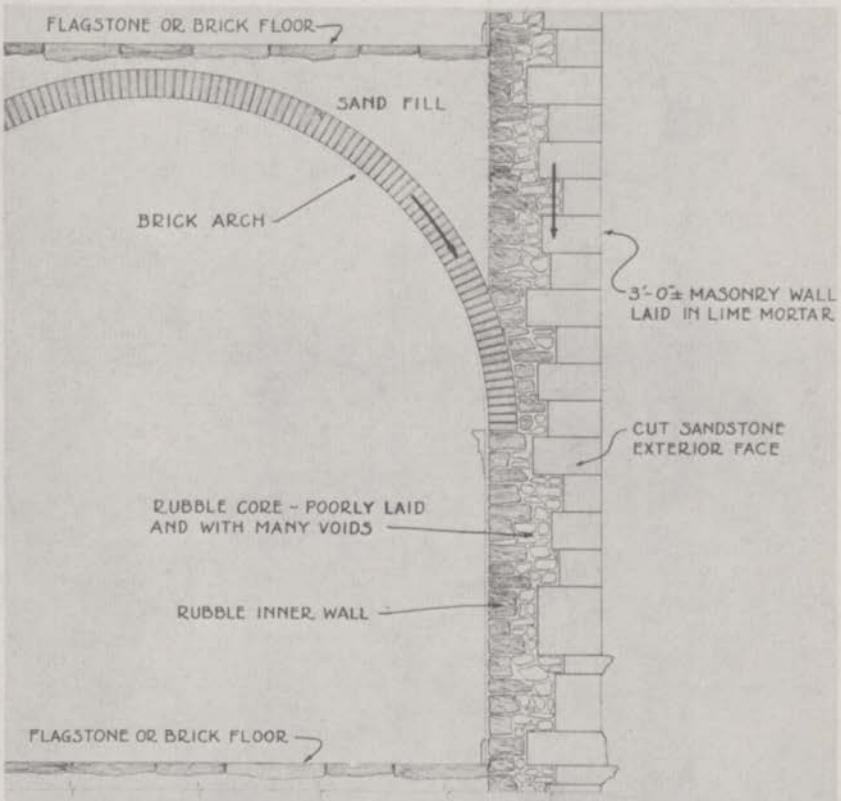
FOURTH (ATTIC) FLOOR PLAN

SCALE: 0 16 32 48 64 FEET

J. GEORGE STEWART
ARCHITECT of the CAPITOL
4-5-1963 WASHINGTON D.C.

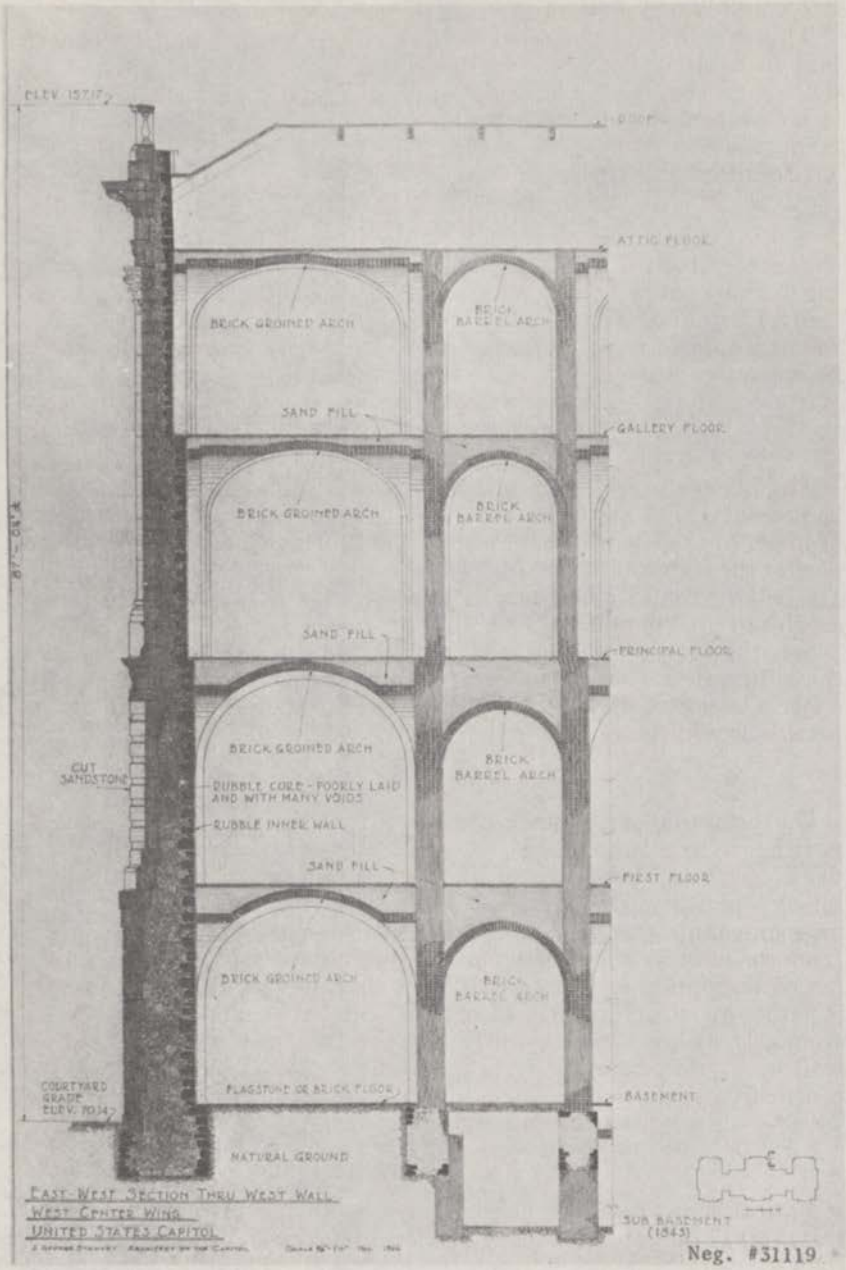
Neg. No. 33596

Areas which will have to be vacated if a restoration project is authorized (shown shaded)



Neg. #30291

EXTERIOR WALL & FLOOR ARCH CONSTRUCTION IN THE ORIGINAL PART OF THE UNITED STATES CAPITOL.


ELEV. 157.0'
ROOF
ATTIC FLOOR
BRICK GROINED ARCH
BRICK BARREL ARCH
SAND FILL
GALLERY FLOOR
BRICK GROINED ARCH
BRICK BARREL ARCH
SAND FILL
PRINCIPAL FLOOR
BRICK GROINED ARCH
BRICK BARREL ARCH
CUT SANDSTONE
RUBBLE CORE - POORLY LAID AND WITH MANY VOIDS
RUBBLE INNER WALL
SAND FILL
FIRST FLOOR
BRICK GROINED ARCH
BRICK BARREL ARCH
COURTYARD GRADE ELEV. 90.34
FLAGSTONE OR BRICK FLOOR
BASEMENT
NATURAL GROUND
SUB BASEMENT (1843)
EAST-WEST SECTION THRU WEST WALL
WEST CENTER WING
UNITED STATES CAPITOL

Neg. #31119

ARCHES

I would like to show you a detail of some other arches.

This is a drawing of a barrel arch. These ground brick arches are laid in a fairly flat arch. If these arches are shored from the roof down, and they would have to be, when the shoring is removed there is no guarantee that these arches would reseat themselves in a safe manner.

(See illustrations on pp. 663 and 664.)

SHORING DURING RESTORATION

Senator MONTOYA. When you speak of shoring, do you mean shoring during restoration?

Mr. CAMPIOLI. Yes, sir; and before any restoration is started. These rooms would have to be posted, in other words, there would have to be spreaders located on top of the floors and posts set on top of the spreaders up in the ceiling with centering going around the ceiling.

LOSS OF CEILING ART WORK

The plaster would have to be removed so that the centering could be placed against the brick arches. That removal would mean the loss of much of the decorative painting that now exists in the west central part of the Capitol.

I believe that I have now covered the major items that I had to exhibit to this committee.

Senator MONTOYA. Now what would you do with the paintings on the ceiling if you had to go the restoration route? And the walls?

Mr. CAMPIOLI. In order to properly shore the ceilings, as I say, the plaster would have to be removed and you would lose the art work.

PRESSURE GROUTING OF WALLS

On the walls, one of the suggestions that has been made by the opposition to extension is that we could pressure grout the walls. In order to pressure grout the walls it would be necessary to remove the interior plastering with its decorative painting and to try to seal the interior rubble stones so that when the pressure grouting is applied from the outside it does not come through to the inside. The real problem in doing this pressure grouting is that there is no way of preventing the grouting from penetrating into the sand fill above the arches. If we were to so solidify that sand fill and pressure grout this wall we would be adding a considerable weight to the west wall, which is already overloaded in places and loaded to the limit in other places. That would aggravate the situation regarding the matter of settlement.

PIECEMEAL REPAIR

Basically my real reason for objecting to the piecemeal repair of this wall is that the removal of individual stones is not going to stop the expansion and contraction of that wall. That wall is going to continue to expand and contract. The only way that expansion and contraction can be taken care of is if the extension is built and vertical expansion joints are built from the top down into the ground, not only in the exterior wall but through the entire depth of the extension just as we did on the east front of the Capitol.

EXPANSION AND CONTRACTION

Then you would have the west central part divided into five parts which will be free to expand and contract. In other words, we would provide an expansion joint at this point, at that point, at that point, and at that point [Indicating]. Each one of these sections then would not be too large to expand and contract without causing cracks in those locations.

Right now we do not have any expansion joints in this wall; there is no way you can possibly build expansion joints into a project such as a repair or restoration job. Even if such joints were constructed by removing whole sections of the wall, the interior building would not have any such joints and the outside wall would be working independently in counteraction from the interior walls, floors and arches.

Senator MONTOYA. Are you trying to say that if you go the restoration route that there is no insurance against contraction or give?

Mr. CAMPIOLI. If we go the restoration route, that is correct, unless we could gut the interior of the Capitol, as was done at the White House, and rebuild it on the inside, which I have never presumed the Congress would ever consider. That would be the only way; the exterior wall would have to be substantially rebuilt in order to insert the expansion joints. And, of course the entire area between the House and Senate wings would have to be vacated for a long time on the west side, including other adjacent areas.

Senator MONTOYA. Are you in effect saying with restoration you will not stop the give of a quarter of an inch a year?

Mr. CAMPIOLI. That is correct, sir, because there is no way you can build expansion joints into an existing wall without taking whole sections of the wall down and in so doing you would have an expansion joint on the exterior which does not follow through into the interior of the building.

Senator MONTOYA. Isn't that one of the main purposes of the restoration work so as to stop the Capitol from giving?

Mr. CAMPIOLI. That is the claim that the opposition makes. I make the claim that the restoration will not arrest the expansion and contraction because you cannot overcome it by just removing and inserting new stones.

RESTORATION OF OLD SENATE AND SUPREME COURT CHAMBERS

Senator MONTOYA. May I ask this question?

In 1965 this committee recommended, and the Senate adopted the then budget estimate of $700,000 to proceed with the restoration of the old Senate Chamber and the old Supreme Court Chamber in the Capitol Building. It was the intent that these Chambers be restored substantially to the condition in which they existed and were furnished when last occupied in 1859 and 1860, respectively, when they were occupied by the U.S. Senate and the U.S. Supreme Court.

The drawings and specifications for this project had been completed after extensive research and approved. However as you recall, in conference between the House and Senate, the funds were stricken. I want to read from the conference report on that legislative appropria-

tion bill for fiscal year 1966; namely, House Report No. 630, dated July 20, 1965, as follows:

The conferees agreed that there is much merit in the proposed restoration of the old Senate Chamber and the old Supreme Court Chamber, and that they should be restored to their original state for the benefit of visitors, but a majority of the House Members felt that this work could be more efficiently and logically carried out when the west central front of the Capitol is rebuilt and this must be done very shortly.

Now I have some questions.

PLANS FOR RESTORATION

Do the present plans for the extension of the west front of the Capitol include the restoration work I have described?

Mr. CAMPIOLI. The final plans for that restoration work have been completed; they were completed a few years ago when the work was authorized to proceed into the planning stage. If the Congress should allow us the planning money for the extension project it would then place the extension project in the same status that the plans now are for the restoration of the old Senate and Supreme Court Chamber.

BUDGET REQUEST

Therefore, next year it is our thought that when we request funds for the construction of the extension of the Capitol project we would also request funds for the restoration of the old Senate and Supreme Court Chamber in accordance with the understanding held between the Senate and House Conferees.

RECOMMENDATION THAT EXTENSION OF THE WEST FRONT AND RESTORATION OF CHAMBERS BE CARRIED UNDER DIFFERENT CONTRACTS

Senator MONTOYA. Would it be feasible to correlate this restoration to the overall project?

Mr. CAMPIOLI. It can be included under one contract or handled by a separate contract, whichever way the Commission might desire. I believe we should carry the two projects on concurrently but under different contracts.

ESTIMATED COST

Senator MONTOYA. What would be the estimated cost of this project at the present time?

Mr. CAMPIOLI. It would be in the neighborhood of a million dollars. That difference is due entirely to escalation since the $700,000 estimate was prepared 5 years ago.

Senator MONTOYA. In the course of any of this work will that center section of the Capitol be closed off completely?

Mr. CAMPIOLI. No, sir.

RESTORATION PROGRAM

VISITOR INCONVENIENCE

Senator YOUNG. Will you yield at this point?

Senator MONTOYA. Yes.

Senator YOUNG. If you restored the old Senate and Supreme Court Chamber at the same time as you restore the west side of the Capitol, wouldn't that mean you would have to close off much more of the Capitol, in fact practically all of it?

What I am trying to say is, would it not be better to do one at a time so as to inconvenience the visitors less?

Mr. CAMPIOLI. If we do the extension project, we would not inconvenience the visitors. If a restoration project, in lieu of extension of the west front, is done, it would inconvenience the visitors and the occupants for a period of 5 to 10 years. If the work of restoration was done in three stages, in other words, this part, this part, and then that part, it would extend the time period beyond the 5- or 10-year period that Dr. Clair indicated.

Senator MONTOYA. How about the cost?

Mr. CAMPIOLI. It would increase the cost.

Senator MONTOYA. How much?

Mr. CAMPIOLI. It would depend on the amount of escalation that would take place over this greater extended period of time. The contractor has to increase his amount for overhead and profit since the work will extend over a longer period. I have no figures to give you at the moment on that.

TEMPORARY CLOSING OF STATUARY HALL

Senator MONTOYA. How much of an interruption of visitors would take place if restoration took place? Give us your views on that.

Mr. CAMPIOLI. I would say that the visitors would be denied the use of Statuary Hall for a minimum period of 5 years and possibly longer. The Members of the House and Senate and others would then have to use the corridor in the east central front to get to the Senate or House side.

Senator YOUNG. That is if you restore the old Supreme Court and Senate Chamber?

Senator MONTOYA. No, if you go to the restoration of the Capitol instead of building the extension of the west front.

Mr. CAMPIOLI. The west front area, of course, would not be usable at all during that period. These spaces that you see shaded in brown would have to be completely vacated so that the rooms could be shored. The restoration of the old Chamber, however, would only deny the use of those spaces during the execution of the work.

Senator MONTOYA. What effect would that have on visitors if you had to close off the east area there?

Mr. CAMPIOLI. If the east area were closed off——

Senator MONTOYA. I am looking at the map, at the design there, by the area off the rotunda to the left, the extreme left, the yellow area.

Mr. CAMPIOLI. The visitors would not be able to travel from the rotunda to the House side through Statuary Hall. They would have to go out through the east door of the rotunda and travel along the east front corridor.

Senator YOUNG. For a period of 5 years or more?

Mr. CAMPIOLI. At least.

Senator YOUNG. That in itself is a powerful argument for extension as against restoration.

HISTORICAL BACKGROUND AND PRESIDENTIAL SUPPORT OF EAST FRONT EXTENSION

Mr. CAMPIOLI. Mr. Chairman, I have another short statement, of historical interest, I should like to present, if I may.

Senator MONTOYA. Fine.

Mr. CAMPIOLI. The very same arguments that are being offered today against extension of the west central front of the Capitol were offered 11 years ago against extension of the east central front by those opposed to the project.

RECOMMENDATION BY COMMISSION FOR EXTENSION OF THE U.S. CAPITOL

At that time the members of the Capitol Extension Commission were Speaker Rayburn, former Speaker Martin (then minority leader of the House), Vice President Nixon, Senator Knowland (then minority leader of the Senate), and the Architect of the Capitol. After hearing all the arguments pro and con, this Commission unanimously voted to proceed with the east front extension and at a meeting in February 1958 directed the Architect of the Capitol to proceed with contracts for the extension.

LEGISLATIVE ACTION TO BLOCK EXTENSION (S. 2883)

About the same time, a final legislative effort was made in the Senate to block the extension. A bill, S. 2883, designed to block the east front extension, was, after extensive hearings, reported favorably March 7, 1958, by the Senate Committee on Public Works. The proponents of the bill not only attempted to block extension but also to require more studies to be made with regard to repair and restoration. There was lengthy discussion of the pros and cons on the Senate floor, including arguments for restoration versus extension, as in the case of the present proposed west front extension. On a rollcall vote, the Senate defeated the bill by a vote of 47 to 32. (Congressional Record, Aug. 14, 1958, pp. 16214–16228.)

PRESIDENTIAL SUPPORT OF PROJECT

When the vote was recorded, the Commission found itself supported by Senator John F. Kennedy and by Senator Lyndon B. Johnson. Both of these Senators voted in favor of extension. Before the rollcall, in response to a parliamentary inquiry, Senators were advised clearly that a vote against the bill meant a vote "in favor of extension of the east front of the Capitol."

Certainly, I feel it is of historic interest to note that three men, later chosen as the leaders of our Nation—President Kennedy and President Johnson as Senators, and President Nixon as a member of the Capitol Extension Commission—all voted in favor of "Extension" 11 years ago in the face of substantially the same arguments being advanced today with respect to so-called "restoration," "desecration," and "preservation."

Senator MONTOYA. Do you have any more witnesses, Mr. Stewart?

Mr. STEWART. No, sir.

WEST WALL CONSTRUCTION

Furring

Mr. Campioli. There is one other statement I neglected to make with regard to the construction of the west wall. This has to do with one of our problems in regard to these walls. They were built without furring on the inside. Furring is a space and material that is usually provided between the inner face of the exterior masonry and the interior plaster so that one does not get direct conduction from the outside to the inside. In other words, if it were 75 degrees in this room today and it was 10 degrees outside, and the wall built with plaster, directly on the wall there would normally be a tendency toward condensation on the plaster. The reason why we don't have this problem now is that the loose core in the middle of the exterior walls acts as a sort of insulator between the outside and the inside. But if this wall were made a solid mass by injecting a grout into it, I am fairly certain that condensation would begin to occur on the interior decorative work in the building.

Senator Montoya. Is there any other way of doing it to inhibit condensation?

Mr. Campioli. The only way would be to remove the plaster, fur out the walls and replaster. Then you would lose the original artistry of the interior.

Expansion and Contraction Problem

One of our other problems of expansion and contraction is related to this exterior surface which is exposed to climatic conditions varying from possibly as low as zero in the winter to possibly as high as 100 degrees in the summer, whereas the interior surface is at a more or less constant 75 degrees. There is therefore a stress between the outer face and the interior face of the exterior wall which is now taken up by this loose core.

Again, if this were made a solid core many of the cracks which now limit themselves to the exterior would extend clearly to the interior. Some of the cracks do, however, extend to the interior, but not all of them.

Anchors

Senator Montoya. You say that restoration would require a solid wall?

Mr. Campioli. I don't say it would. The proponents of restoration have indicated that this wall can be strengthened by pressure grouting it and solidifying it or by the introduction of anchors, which according to Dr. Clair would deface this wall. It would necessitate drilling these walls clear through for anchors from the exterior to the interior which would not only deface the exterior but deface the interior unless all the interior walls were furred.

RECOMMENDATIONS FOR EXTENSION

Senator Montoya. During the different stages of working out towards either the restoration or the extension of the Capitol the Commission has evaluated the different positions and has, itself, unanimously recommended the extension route, is that correct?

Mr. CAMPIOLI. That is right.

Senator MONTOYA. Has there been any doubt between the two positions on the part of the Commission as far as you know?

Mr. CAMPIOLI. None that we have ever been able to ascertain in our meetings with the Commission.

Senator MONTOYA. Is there any doubt insofar as the architects within the office of the Office of the Architect?

Mr. CAMPIOLI. No, sir, we are unanimously together; both those within the Architect's office and those private-practicing architects and engineers who are in association with us.

Senator MONTOYA. Has there been any doubt exhibited or manifested on the part of the architectural firms which have been commissioned to evaluate the two alternatives?

Mr. CAMPIOLI. We have never commissioned the architects to evaluate the two alternatives, although they have given much thought and consideration to the two alternatives and have for a long time recommended "Extension" as their remedy.

Senator MONTOYA. You indicated that they had made very specific recommendations.

Mr. CAMPIOLI. The independent engineering firm of Thompson & Lichtner made the recommendations we are now following. As previously stated, the associate and advisory architects have long advocated extension, as have other engineers consulted.

Senator MONTOYA. I presume they employed architects.

Mr. CAMPIOLI. Thompson & Lichtner did not because they were only asked to make a report on the condition of the wall and then make recommendations as to what remedial action should be taken.

ROLE OF DR. CLAIR IN DECISION

Senator MONTOYA. What was the role of Dr. Clair.

Mr. CAMPIOLI. As president of Thompson & Lichtner Co., he was under a direct contract with the Architect's Office to make this investigation and to submit his findings and recommendations. He was engaged at the direction of the Capitol Extension Commission. He has no connection with the associate architects or advisory architects.

Senator MONTOYA. Is he an architect?

Mr. CAMPIOLI. Dr. Clair is an engineer.

Senator MONTOYA. And he made the recommendation you have mentioned?

Mr. CAMPIOLI. Yes, sir; we have so stated in our justifications that you have ordered inserted in the record. He went down each of the alternatives.

STATEMENT OF PAUL THIRY, CONSULTANT TO THE OFFICE OF THE ARCHITECT OF THE CAPITOL

OUTLINE OF FINDINGS

Incidentally, Mr. Chairman, Mr. Paul Thiry, who is one of our advisory architects who advised Mr. Stewart on the plans that were prepared by the associate architects, is here. He may want to speak in behalf of the advisory architects, if you would like to hear him.

Senator MONTOYA. I would certainly like to hear his testimony. Mr. Thiry, you may take the stand here.

Will you state your full name, and spell it.

Mr. THIRY. Paul Thiry, T-h-i-r-y.

Senator MONTOYA. What is your position?

Mr. THIRY. I have acted as consultant to the Office of the Architect of the Capitol for the last 3 or 4 years.

Senator MONTOYA. Will you state your educational background and qualifications?

Mr. THIRY. Mr. Chairman, may I first say this? I had planned to speak before your committee tomorrow, after fully preparing myself for such a hearing. I came here today to hear the arguments.

Senator MONTOYA. We can defer your testimony until tomorrow.

Mr. THIRY. I can say this much so far as the questions you asked Mr. Campioli are concerned. I think that the advisory architects, which should be differentiated from the associate architects that have been retained to do the work, have taken into consideration the idea of restoration, of preservation, of reconstruction and so on, and I personally have made up my mind and also made my recommendation on the basis of my own studies and my own research on the subject. So that actually the acceptance of the idea of a development of the Capitol as it is now being contemplated is not something that we just entered into by instruction but rather by our own analysis. I personally feel very strongly that this viewpoint should be made clear.

DEFERMENT OF TESTIMONY

As I say, I am not prepared to go into detail today but with your permission I certainly would like to take at least a half hour tomorrow to go into the details, and trace the history of my own findings.

Senator MONTOYA. Certainly. I would hope that you would develop the different considerations that came into play before the decision was made finally to extend the Capitol.

Mr. THIRY. Yes. That I will do; and I would like to have the afternoon to prepare myself. This opportunity to appear before your committee was just called to my attention the last day or two. So I would like to prepare myself.

Opposition to Extension of the Capitol

STATEMENT OF HON. EDWARD M. KENNEDY, U.S. SENATOR FROM MASSACHUSETTS

Senator Montoya. Senator Kennedy.

Senator Kennedy. Thank you very much, Mr. Chairman, and Senator Young and Senator Proxmire.

First of all, I want to express my appreciation to you, Mr. Chairman, for permitting me to testify here for just a few moments on a matter I feel strongly about, and on which I know there is a great interest among the Members of the Senate and among the American people.

Before I begin, I would at this point like to commend the distinguished Senator from Wisconsin for the leadership he has taken in drawing the attention of the American people to this issue, because I do think it is of great importance and significance.

In spite of the fact that we are talking about a relatively small amount of money at the present time, nonetheless, its significance and importance reaches far beyond the dollar figure.

Before you, Mr. Chairman, is a recommendation from the Commission for the Extension of the U.S. Capitol for an appropriation of $2 million to carry forward work on extending the west front of the Capitol. This recommendation is, in my judgment, a serious mistake, and I hope the subcommittee rejects it.

PRESERVATION OF HISTORIC BUILDINGS

I take this position for a simple reason. As a society we are so impatient, so confident of our technological skills, that we all too often pay scant heed to the priceless national heritage we have inherited from our forebears. We see examples of this impatience all across the country—particularly in the seemingly endless demolition of significant historic buildings to make space for roads, office buildings, and other commercial enterprises.

But fortunately for all of us, there have been far-sighted individuals, both in and out of government, who have been determined to save for the future some important monuments of our past. Faneuil Hall in Boston; Independence Hall in Philadelphia; Fords Theater in Washington—these are but a few examples of the preservation of public buildings with deep meaning for our Nation's history. And this preservation is important not only for the education of the millions of visitors who pass through the buildings each year; it is also important because it constantly reminds us of our past, and all those men and ideas which shaped the growth of our Nation.

EXCERPT FROM BUDGET REQUEST

We should not be under the impression that the $2 million appropriated for the west front of the Capitol in the House-passed bill, and before you now, is planning money. It is the down payment on the extension itself. If we approve it, we will discover that we have given approval for the beginning of the construction work itself. Let me quote from the budget justification submitted by the Architect of the Capitol to the House Appropriations Committee:

> The funds now requested are for the final planning work to carry Plan 2 into effect. Such planning consists of preparation of contract plans and specifications (suitable for competitive bidding purposes) . . . The preparation of contract plans and specifications suitable for bidding will require approximately 18 months. This planning may be accomplished on a basis that would permit the construction work to begin during the 18 months planning period and be carried forward in the following stages:
>
> 1. Relocation and Preparation: Construction of temporary facilities to house activities now carried on in the terrace areas and relocation of utilities and other facilities.
> 2. Furnishing and delivering of marble and granite and reworking existing granite.
> 3. Demolition, excavation, foundations, and structural work on terrace.
> 4. Superstructure.
> 5. Furniture and furnishings.
>
> On this basis, the project would be substantially completed in approximately 51 months, including time required for preparation of contract plans and specifications.

EFFECTS OF PLANNED EXTENSION

The further testimony, I think, supports that suggestion.

Thus, Mr. Chairman, if we approve this $2 million appropriation, we will permit the employment of a number of planners and engineers. But we will also be hiring movers, carpenters, and stonemasons, who will descend upon the Capitol to begin work.

They will, if the planned extension is carried out, brick up the last remaining original section of the U.S. Capitol, forever shrouding this priceless and unique national treasure. The 7 million people who come to the Capitol each year are told that George Washington laid its cornerstone. Are they to be told henceforth that the 91st Congress approved the funds to hide all external evidence of these original sections of the building?

EXTENSION FUNDS: REASONS AGAINST APPROVING

There are many sound reasons against approving the funds for the extension, and I would like briefly to review a number of them.

ALTERING WORK OF PIONEER AMERICAN ARCHITECTURE

First: The extension would alter the work of four renowned pioneers of American architecture: William Thornton, Benjamin Latrobe, Charles Bulfinch, and Frederick Law Olmstead. George Washington and Thomas Jefferson were deeply involved in the planning and construction of the Capitol, working with Thornton and Latrobe. They personally selected the plans now reflected by the west front. This single factor alone should weigh heavily against any vote in favor

of the proposed extension, and weigh heavily in favor of preserving this important link with our past.

DUPLICATION OF FACILITIES OF VISITOR'S CENTER

Second: We are told that we need to extend the west front to provide more space for, among other things, two dining rooms, two private dining rooms, and two cafeterias. Apart from the desirability of turning the Capitol into a restaurant, just last year the Congress authorized construction of a visitor's center in Union Station. I see no reason whatever to duplicate in the Capitol, inefficiently, what we should do in Union Station, efficiently—which is to provide decent facilities for those millions of American and foreign visitors to the Capitol.

UNKNOWN COST FACTORS

Third: We simply do not know what the ultimate cost of this project will be. This point has been elaborated here this morning, I believe, in the exchanges between the members of the committee and the present witnesses.

In 1966, the cost estimate for the extension was $34 million; today it is $45 million. Using the Rayburn Building construction costs as a yardstick, the final cost may run to $70 or $80 million. Were we to begin this project, with this amount of uncertainty as to its cost, in the same months when President Nixon announced a 75-percent cut in Federal construction projects, I think our constituents could quite rightly ask us if we viewed the debilitating inflation in our economy with any seriousness.

PROPOSED SPACE INVENTORY

Fourth: There has been no thorough examination of the need for adding the proposed new floor space—4½ acres—to the Capitol. Instead, it appears that the theory is simply to build the extension, and then fill the space with whatever seems appropriate at the time. In fact, the Architect's Office budget justification makes this point quite clearly:

> The analysis of space to be provided by the extension is, of necessity, somewhat tentative in exact details * * * The items that are more or less fixed are the service areas for the elevators, stairs, escalators, public toilets, etc.

It seems to me that we should go about it the other way around—retain an outstanding management consultant to inventory our available space, its present utilization, and the pressures now existing on this space. This consultant would then make recommendations to us for alternative expansion procedures.

RESTORATION OF WEST FRONT

Fifth: Both the American Institute of Architects and the National Trust for Historic Preservation have recommended that the west front be restored—not extended. No one quarrels over the physical state of the west front today. It is deteriorating and dangerous. Indeed, we should all wonder how we let our Capitol reach this state without taking corrective action. I reject any statement which says we cannot restore the west front. After all, restoration of the most intri-

cate sort on all types of structures is carried out all over the world, and many of them are far older than our Capitol. Furthermore, the same quarry from which the original sandstone for these walls was brought—The Aquia Quarry in Mount Vernon—is still operable. But—and let me emphasize this—we do not have a study of how much it would cost to restore this portion of the Capitol. The estimates of the Capitol Architect's Office range from $10 to $50 million—which is the equivalent of their admitting that they have no idea.

EXTENSION COST

Sixth: On a per square foot basis, the west front extension is five times more costly than the Rayburn Building. These are the figures: the gross area of the Rayburn Building is 2,375,000 square feet; the cost is $81.4 million; and the per square foot cost is $34.26. The gross area of the west front extension would be 269,528 square feet; the cost estimate is $45 million; the per square foot cost is $166.59. Furthermore, while the gross area of the extension would be 269,528 square feet, only 162,468 square feet of this is usable square footage. It is not difficult to recall the outcry from the professionals and public alike at the Rayburn Building costs and inefficiencies.

RECOMMENDATIONS

I believe that these are six compelling reasons against appropriating the $2 million requested for extending the Capitol. But because of the advanced state of decay of the west front, I do agree that we must take some steps in the interest of safety.

I would make a number of suggestions, which I commend to the committee in lieu of the recommendation currently before you:

One. Authorize sufficient funds for emergency measures to insure the safety of the Capitol itself and all those who visit or work in it. Testimony before the House Appropriations Committee indicates that the Capitol Architect's office has some sense of urgency about the possibility of the Capitol actually falling down.

Two. Authorize a study to determine the cost of restoring the west front. It is my understanding that the architectural and engineering professions are prepared to cooperate in any way in this study, through their professional associations. It seems entirely appropriate to me that we utilize their expertise and enthusiasm before arbitrarily embarking on any proposal that would drastically change a precious national heritage like the Capitol.

Three. Authorize a management consultant to survey the present use and future need for space in the Capitol. This study should also include the other buildings on Capitol Hill.

And four, prohibit the use of any funds previously or henceforth appropriated for extending the west front, until the results of the above studies are known.

ARCHITECTURAL HERITAGE RETENTION

Mr. Chairman, I think these suggestions make fiscal, common, and esthetic sense, and are vastly superior to the provisions in the House bill.

Our national heritage belongs to all of us. This is particularly so with the seat of our Government. Its architectural heritage is tangible evidence of all that has gone before us. We should not lightly trifle with it.

Senator MONTOYA. Thank you, Senator Kennedy. I think your statement has presented some very vital information here which the committee should consider.

ESTIMATED COSTS: EXTENSION VIS-A-VIS RESTORATION

The committee is faced with the idea costwise of whether or not it should recommend restoration or extension. According to the figures that have been presented here this morning, restoration without any additional space would involve an expenditure of $10 to $50 million, whereas extension would involve a $35 to $45 million with an escalated increase every year compounded at the rate of 7 percent. What do you have to say about that?

Senator KENNEDY. I believe, Mr. Chairman, in the dialog which I listened to just briefly, that the exact figures for restoration have not been as precise or exact as one might certainly hope for. I think the whole drive has been toward extending the front of the Capitol. It would be difficult for me to believe that the restoration would cost anywhere near the cost of the extension, the adding of 4½ acres of space, facilities, dining rooms, office spaces, elevators and all the rest. There is no question at all that what needs to be done, must be done—and that is the restoration of the face.

This is a part of our heritage, and even with all the demands on our fiscal economy, we have to take this step in the interests of safety. But I do not feel that the case has been sufficiently presented that we ought to embark on what is going to be an enormously expensive and costly undertaking, when the reasons for such an undertaking are based upon what I feel is inadequate evidence, really, for the need.

Senator MONTOYA. I think your argument has been very forceful, Senator Kennedy, and we certainly appreciate your testimony here today.

Senator Young, do you have any questions?

Senator YOUNG. I have no questions.

Senator MONTOYA. Thank you very much, Senator Kennedy.

Senator KENNEDY. Thank you, Mr. Chairman.

SUBCOMMITTEE RECESS

Senator MONTOYA. We will stand in adjournment until 10 o'clock tomorrow morning.

Thank you very much, gentlemen.

(Whereupon, at 12 noon, Tuesday, September 23, the subcommittee was recessed, to reconvene at 10 a.m. Wednesday, September 24.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1970

WEDNESDAY, SEPTEMBER 24, 1969

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10 a.m., in room 1223, New Senate Office Building, Hon. Joseph M. Montoya (chairman) presiding.

Present: Senators Montoya and Proxmire.

ARCHITECT OF THE CAPITOL

PROPOSED EXTENSION OF WEST FRONT OF THE CAPITOL

NONDEPARTMENTAL WITNESSES

STATEMENT OF HON. SAMUEL S. STRATTON, U.S. REPRESENTATIVE FROM NEW YORK

Senator MONTOYA. The subcommittee will come to order

The first witness this morning will be Representative Samuel S. Stratton of New York. Congressman Stratton, you may proceed with your testimony, sir.

Representative STRATTON. Thank you very much, Mr. Chairman and members of the committee.

I appear this morning in opposition to the appropriation of $2 million under the heading "Extension of the Capitol," which is contained in H.R. 13763, the Legislative Appropriation Act for 1970, which passed the House last Friday. As I am sure some members of this subcommittee are perhaps already aware, I not only fought somewhat unsuccessfully to have this appropriation deleted in the House on Friday, but I have been fighting with some success for more than 3 years to block the elaborate, expensive, and to me unnecessary proposal to extend the west front of the Capitol, which is referred to and, in effect, would be endorsed by this $2 million appropriation.

DESTRUCTION OF HISTORIC BUILDING AND UNNECESSARY EXPENDITURES

I have opposed this not only because I believe it would be unwise for us to cover up and destroy for all time the last remaining original section of the historic U.S. Capitol Building that has been standing since 1800, but also because I do not believe that we need to spend the kind of money involved in this proposal for the additional space which it would provide, certainly not at a time when the President of the

United States himself has cut back on construction funds by 75 percent.

In previous years it was to a large extent the action of the Senate in opposing this project that prevented its adoption, in particular the opposition of former Senator Monroney, of Oklahoma, who was chairman of this subcommittee, and Senator Proxmire, of Wisconsin, and also Senator Young of Ohio. In fact, in 1966 largely in response to the opposition of members of this body and the public outcry of aroused citizens, the leaders of the House Appropriations Committee indicated that they did not intend to attempt to fund this project while the Vietnam war was still underway.

DISASTER AND COLLAPSE

Nevertheless a fresh effort has suddenly been made late this summer to revive the whole program, in spite of the fact that the war is still on and the inflationary problems connected with it are even more disturbing than before. Largely the argument justifying this revival is that new cracks have developed in the west front and unless Congress moves swiftly to approve the original expansion project, the building may collapse at any moment around our heads with untold disaster to ourselves, our visitors, and the Republic.

There is no disputing the fact, Mr. Chairman, that the west front is in need of repair and certainly no one would deny that some steps must be taken to prevent its collapse and to restore it to a safe and sound condition.

I might interpolate in my statement at this point, however, that one thing that is not in danger of collapse is the dome of the Capitol, and the testimony before the House subcommittee made it perfectly clear from the Architect himself that he was not alleging that the dome was in danger of collapse.

Yet the general impression to the public has been given that the dome is likely to collapse. This article in the April issue of Science and Mechanics shows the dome toppling down and quotes the American Registered Architects with respect to the need for expansion of the west front. I am not sure whether this article actually says that the dome is going to collapse, but this is the impression that people have when they pick up this magazine and see that the dome is in fact collapsing in this cover painting.

EFFECT OF APPROVAL OF BUDGET REQUEST

What is at issue, however, before this subcommittee, Mr. Chairman is not whether the west front is in need of repair and ought to be put in a sound condition, but whether the only way of repairing it and preventing it from collapse is through this very elaborate extension plan which the Architect has been pushing for all these years and which, in effect, would be officially and formally endorsed by the Congress if this $2 million appropriation were approved.

We would then be going down the long road, we would be crossing the Rubicon, and we would not likely ever meet again to discuss the questions of space and architectural niceties, once this $2 million is

approved. After that most of the details would be decided by the Commission on the Extension of the Capitol.

EFFECT OF EXTENSION

As I am sure members of this committee are aware, this extension is by no means a simple or a modest undertaking. It involves an increase in floor space of the Capitol of four and a half acres. It includes the addition of two dining rooms, two cafeterias, two auditoriums, 38 toilets, eight elevators, two escalators, and a total of 98 offices, most of these presumably to be used as hideaways for especially favored Members of the House or Senate. It should be obvious to anyone that we do not really need two escalators or two cafeterias for example, or 98 additional hideaway offices just to keep the west front of the Capitol from falling down.

My position for some time has been that before we proceed with this elaborate project, which would cover up the last remaining portion of the original Capitol Building for all time, and would extend the west front by some 44 to 88 feet, completely change its present architecture to a kind of poor man's replica of the east front, and involve the destruction of the present Olmstead terraces, we ought to pause for a moment to find out whether there is some better, cheaper, easier way to save the west front of the Capitol without doing all of this untold damage and costing the taxpayers so much money.

DISPARITY BETWEEN ESTIMATE AND COST

EAST FRONT EXTENSION

In that connection, incidentally, the present bill for the west front extension proposal is $45 million, an increase of $11 million from the price tag which the Architect fixed in 1966, and judging from our experience with Mr. Stewart's cost estimates for the east front extension and for the Rayburn Building, I would judge we would be likely to end up with a final price tag of perhaps $60 or $70 million.

Senator MONTOYA. Congressman, may I interject at this point? I went into this very question yesterday with Mr. Campioli and Mr. Stewart, asking them what was the original cost estimate for the east front of the Capitol and what was the actual cost?

They testified that the estimate was $10 million and the final cost was $11-something million. The rest went into expenses for the rest of the interior of the Capitol, repairs to the dome, wiring, and so forth. Now I would say that there is not too much disparity there.

Now what do you have reference to here about the disparity between the cost estimate of the east front and the eventual cost?

RAYBURN HOUSE OFFICE BUILDING

Representative STRATTON. Mr. Chairman, I think there is some question as to which figures you include and which you don't. With respect to the Rayburn Building, and I come to that in a moment in my statement, the Architect's own figure as to the final cost is $81 million. Actually, depending on what you include and don't include, you can go up as high as $134 million, however.

PROPOSED WEST FRONT EXTENSION

If the Architect contends that only $11 million was spent in the extension of the front and the rest was for including things in the interior, then presumably in this vastly greater interior of the west front, if the $45 million does not include the auditoriums and the escalators and the toilets and so forth, we could end up with a much greater figure.

EAST FRONT EXTENSION AND RAYBURN HOUSE OFFICE BUILDING EXTENSION

Specifically, I do not have the exact figures, but my impression was that the east front ended up at something on the order of $15 to $20 million rather than $11 million. The Rayburn estimate, I think, was around—my impression is that it was around $70 million and it ended up closer to $95 million, even if you leave out the parking garages and the subway.

Senator MONTOYA. According to your statement here the total cost of the Rayburn Building was $81,567,000.

Representative STRATTON. That is using the Architect's own figures. Actually you can use all kinds of figures. When the Rayburn Building was a lively issue, I think the final actual charge for all of the construction connected with it was $134 million. That did include the subway and I believe also included the parking garages behind the Rayburn Building.

Senator PROXMIRE. As I understand it, if you include everything that was expended on the east front, it would be closer to $24 million.

COSTS: RAYBURN BUILDING VERSUS WEST FRONT EXTENSION

Representative STRATTON. It certainly seems to me the final figure quoted at the time was closer to $20 million than the $11 million the Architect gives us. It is a question of what costs you include, of course. Even at Mr. Stewart's own figures the fact is that the present square foot cost of the west front extension is almost five times the present square foot cost of what had hitherto been generally regarded as the most expensive of all office buildings, the Rayburn Building.

The Rayburn Building, with 2,375,000 square feet and a total cost of $81,367,000, cost $34.26 per square foot. If you add these other costs that we have referred to, I think it would come out to maybe $40 or a little more per square foot.

The west front extension, by contrast, using the Architect's own figures again, would provide us with 269,000 square feet at a cost of $45 million, or $166.95 per square foot, nearly five times the cost of the Rayburn Building.

RESTORATION: VACATING OF SPACE AND COST ESTIMATE

The arguments that have been given to the House committees and to the House itself in support of this elaborate expansion project have claimed that it is impossible to determine how the west front might be saved without being transformed and extended, that it would be impossible to determine in advance how much it would cost, and that in

any event the whole west side of the Capitol would have to be vacated for a very long period of time if anything except the Architect's own extension project were carried out.

I am not an architect myself, of course, but the American Institute of Architects, which I believe is going to be testifying after me this morning and which includes 80 percent of the professional architects of the country, maintains, on the other hand, that none of these three arguments will hold water. They claim that the west front can be restored without being extended. They claim that a reasonably reliable estimate of its cost can be made. And they claim that only those sections of the Capitol immediately being worked on would have to be vacated during the restoration process rather than the 5 to 10 years for everything, as was alleged on the House floor on Friday.

PROPOSED IN-DEPTH STUDY

The really incredible fact in this whole matter of the Capitol extension is that in all of these years that this proposal has been kicking around here, nobody has ever undertaken to make a careful, thorough impartial engineering study of what needs to be done in order to prevent the west front from collapsing and how much it would cost.

THE THOMPSON & LICHTNER CO., INC., REPORT

A good deal was made in the debate in the House of a study made by the Thompson & Lichtner firm of Boston, Mass., of the condition of the west front. This study appears in five volumes, and I have looked at all five volumes. I looked at them 4 or 5 years ago and I was amazed to discover that these volumes are almost completely pictures of the various cracks on the west front of the Capitol. In all of these five volumes there is only one small paragraph which simply states flatly, without any description or analysis, that restoration is impossible and extension is the only solution.

The balance of the volume, as I said, is a detailed analysis of some of the cracks and crumbling that have occurred in the west front. This is not an engineering study of restoration or of the problems associated with it, and it does not represent an argument that restoration is impossible. The firm was engaged by the Architect, and I am sure they were well aware of what the Architect wanted done. We have all been aware of that for a long time, since the time the east front first went up.

Like a good employee or consultant, the study that they produced was designed to assist their client achieve the end that he wanted.

FUNDS PROPOSED FOR NEW STUDY

My recommendation has been, and I made the proposal in the House and would make it again to this subcommittee, that we delete the $2 million for plans and specifications for the extension project and substitute instead $100,000 to finance an independent engineering survey of just what would be required to keep the west front from collapsing and how much it would cost.

Two years ago, I believe in 1967, this subcommittee and the Senate itself adopted a resolution directing the Architect of the Capitol to

have just such a study conducted, since this subcommittee and the Senate shared my conviction that nothing had been done to explore this alternative. However, the provision was knocked out in the conference and instead the assurance that nothing would be done on the item during the present emergency was made, as I recall it.

HOUSE ACTION ON PROPOSED WEST FRONT EXTENSION

This subcommittee should know that although the $2 million appropriation did pass the House last Friday, a day when normally many Members of the House, usually the more articulate ones, are not in attendance, it did not exactly sweep the House. The only vote which we were able, from a parliamentary situation, to take on my amendment was a nonrecorded vote of 92 to 59. Moreover, those speaking in favor of the extension project received nearly 2 hours in debate, while I, speaking against it, got all of 8 minutes—the only opponent in the whole general debate period.

BUILDING PRESERVATION AND ELIMINATION OF HAZARDS

I would say that the House was swayed primarily by these two arguments: First, those supporting the extension said they were not interested in additional space for the Capitol, they were only interested in saving the building and its occupants from the hazard and calamity of a sudden collapse. The added space was purely incidental.

Yet the fact is that by approving this $2 million, we get the particular plan which the Architect has been pushing for years, the very same plan No. 2 which involves this elaborate expansion with all of the facilities which I have already indicated. And the fact remains that there has still not been any study made of whether we can, in fact, save this building and prevent the collapse which we have been told is imminent in any simpler, less elaborate, and cheaper way. If we are really interested in all the extra space, then why include it?

SOURCES OF OPINION FAVORABLE TO EXTENSION

The second point that I think was persuasive to Members of the House who were listening last Friday was that both Representative Yates and Representative Andrews of North Dakota made eloquent statements in defense of the proposal that the extension project was the only way to save the Capitol and that no alternative was feasible. However, their statements in this regard do not really represent an independent engineering or architectural judgment, in my opinion. They were based on three sources. First, the Thompson & Lichtner report, which was commissioned by the Architect of the Capitol, and never really analyzed the question of restoration. Second, Mr. Campioli, to whom you just referred, who is the Assistant Architect of the Capitol, an employee of Mr. Stewart and who incidentally prior to becoming associated with Mr. Stewart was associated with the architectural firm of Alfred Poor & Associates, the group that designed the east front extension, and helped design the west front extension, as well as the Cannon renovation and the garages of the Rayburn Building. Obviously, Mr. Campioli is hardly an independent

witness on this particular subject, having been associated with this particular scheme and the group connected with it for some time.

Thirdly, from a Mr. Severud, questioned by telephone by Congressman Yates, who was also identified as being on Mr. Stewart's payroll as an engineer consultant, so that he too, like any good lawyer, would be expected to support the proposal of his client rather than oppose it.

These reports of telephone conversations do not throw any light on the question of whether restoration might also be structurally possible if somebody else had hired Mr. Severud's technical services ahead of Mr. Stewart.

PROPOSED DELAY OF CONSTRUCTION

All of this, Mr. Chairman, suggests to me that what we really need to do to make sense is to make certain that no construction work begins on this west front until after we have had an independent engineering study made of what is the minimum we need to do to keep the west front from falling and how much it would cost.

Mr. Stewart or his associates have given their own figure for the cost of this restoration, and it was bandied around a hundred times on Friday afternoon in the House. It is a figure ranging from $10 to $50 million, suggesting thereby that no competent architect or engineer could ever come up with any more precise figure than that tremendous spread. But, as I have pointed out, this figure is not based on any study and it is hardly, coming from Mr. Stewart and his office, a disinterested quotation.

UNNECESSARY EXPANSION

So, if by spending $100,000 now we can save the taxpayers $10 or $15 or $20 million worth of unnecessary construction, construction of unnecessary office space, and unnecessary cafeterias, and unnecessary auditoriums in the Nation's No. 1 historic shrine, then I think we would be very wise and would be indeed well served.

I am sure we would all like to have bigger cafeterias. I am sure it might be helpful to have an auditorium in the Capitol to show the visitors an advance look of what they are going to see. But we have just completed the Rayburn Building for office space, and we have just approved a visitors center down in Union Station. It hardly seems to me necessary to put all this stuff in the Capitol of the United States.

PROPOSED INDEPENDENT ENGINEERING SURVEY

Some people have raised the question as to whether a study directly commissioned by the Architect of the Capitol himself, who is so deeply committed to this particular extension project, would be meaningful since he might well influence the decision of the firm which he engaged with this $100,000 that we would appropriate pursuant to my suggestion.

I am not sure whether this is a wise concern or not, but if it is impossible for us to get a genuinely independent engineering survey made by some firm engaged by the Architect of the Capitol, then perhaps the National Historic Trust Foundation or even the Interior

Department, which I understand does quite a job in terms of preserving ancient structures, might be qualified to take on this particular assignment.

BUILT IN DELAY IN BUDGET REQUEST APPROVAL

Let me make just one additional point. Much has been made of the urgent necessity of preventing the west front from collapsing. In that connection, I ought to point out that the Architect's own statement makes it perfectly clear that if this $2 million for plans and specifications is appropriated, it will be some 18 months before we have these plans and specifications available for further construction. Thus, the blunt fact is that even if we go along with this requested appropriation, we are not going to be doing anything to prevent the Capitol from collapsing around our heads or around the heads of constituents for another 18 months.

If the danger is really so great right now, we are still going to have to live with it for another 18 months—or is it perhaps that the danger is really not as great as is indicated and that actually the possibility of surviving another 18 months, once this particular appropriation is approved, would not be too difficult?

If we can, in fact, survive for that 18 months' period without the building collapsing around our heads, then certainly we can survive long enough for the 6 or 8 months that it might take to conduct the detailed, independent engineering study which I have suggested should be made. As a matter of fact, if we really want to spend money, we can have both of these projects going concurrently.

At any rate, we would end up with not just one option before us, which is all we have now, but some alternative choice; and then we could act much more intelligently in deciding which course of action would be the best and the most economical to take.

PERTINENT CORRESPONDENCE BETWEEN SENATOR BARTLETT AND AIA

Mr. Chairman, may I just conclude by inserting in the record with my remarks a letter which the American Institute of Architects addressed to me earlier this year in response to certain questions addressed to them last fall by our late, beloved colleague, Senator Bob Bartlett of Alaska. Senator Bartlett was as concerned with the damage that might be done by this west front extension as I have been and as a member of this committee he did a magnificent job in preventing any hasty extension action in years past.

On November 25, he addressed a letter to the president of the AIA asking for his comments on certain statements made by Mr. Campioli in a speech before the Registered American Architects with respect to the imminence of the collapse of the Capitol. The reply of the AIA was forwarded to me on February 17, 1969; Senator Bartlett having died in the meantime.

Because a distinguished former member of this committee and this body was deeply concerned over this subject, I believe that it would be particularly appropriate that this exchange of correspondence be included in the record at this point.

Senator MONTOYA. Without objection, the correspondence will be included in the record.

(The correspondence follows:)

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
Washington, D.C., November 25, 1968.

Mr. GEORGE E. KASSABAUM,
President,
American Institute of Architects,
St. Louis, Mo.

DEAR MR. KASSABAUM: You perhaps are already familiar with the speech given several days ago by Mario E. Campioli, Assistant Architect of the Capitol, before the Convention of American Registered Architects. It seems to indicate that we can expect renewed efforts in the 91st Congress to obtain approval of plans to extend the west front of the Capitol.

I would very much appreciate receiving comments of the AIA on Mr. Campioli's speech. Particularly would I like to know your views on the statement on page 5 that restoration of the existing structure would entail vacating the entire west front "for a period of 5 to 10 years." Is it true, as asserted on page six of the speech, that there would be no limit on risk or cost, if the west front were restored rather than extended? Would you agree that there seems to be some inconsistency in the statement on page six that "the structural preservation of the Capitol indicates an extension of the building to the west * * *"? Am I mistaken in believing that nothing of the original Capitol Building will remain if the west front were extended?

On page 7 of his speech, Mr. Campioli quotes from a memorandum of the AIA written in January 1958. This would give the impression that the AIA supports the west front extension. Although I fully realize that this memorandum was written when the alternatives seemed to be extending either the east front or the west front, there might nevertheless be some problem in explaining why the AIA supported either extension. Has this quotation been taken out of context? Could it have been preceded by a statement repudiating both extension proposals?

Please do not feel limited by my specific questions. I would like your comments on any aspects of the speech which seem to warrant comment.

With best wishes, I am,

Sincerely yours,

E. L. BARTLETT.

THE AMERICAN INSTITUTE OF ARCHITECTS,
St. Louis, Mo., February 17, 1969.

Hon. SAMUEL S. STRATTON,
U.S. House of Representatives,
Washington, D. C.

DEAR CONGRESSMAN STRATTON: This is my belated reply to the late Senator E. L. Barlett's letter of November 25, 1968 (enclosed), in which he asked the American Institute of Architects to comment on a speech given by Mario E. Campioli, Assistant Architect of the Capitol, before the Convention of American Registered Architects. Since you have long been interested in plans for correcting the condition of the west front of the Capitol, I am directing my reply to you.

The American Institute of Architects believes that the west front of the Capitol can and should be restored in its present location using existing sandstone where possible or new sandstone where necessary. Like any prudent owner, Congress should commission an impartial structural engineer to study all aspects of restoration and to recommend a program for restoration complete with cost and risk evaluations and detailing any disruption of Capitol activities. Only then will Congress be able to make an effective comparison between restoration and extension.

The questions which Senator Bartlett asked illuminate one glaring fact: no one knows exactly what restoration will entail.

The engineering report prepared in 1964 by Thompson and Lichtner (which was commissioned by the Architect of the Capitol) is devoted solely to the feasibility of extension—nowhere does it state that restoration is impossible.

This report professionally justifies extension but does not professionally analyze the expected risk, cost, and disruption factors which would be encountered in restoration.

Without the benefit of a feasibility study we and the Members of Congress can do no better than to make educated guesses about the risk, cost, and the extent of restoration needed. Yet, we are certain that restoration is possible. On this basis then we answer Senator Bartlett's questions which were prompted by the picture of horribles painted by Mr. Campioli.

Will restoration of the existing structure entail vacating the entire west front "for a period of 5 to 10 years?"

By using modern technological developments, the entire west front would not have to be vacated "for a period of 5 to 10 years." Only those spaces immediately adjacent to active restoration would have to be vacated.

Is it true that there would be no limit on risk or cost, if the west front were restored rather than extended?

Of course, there would be a limit to cost and risk of restoration. We firmly believe restoration will prove much less costly than extension (much structural repair must be done in either event). A feasibility study would provide Congress with cost information.

Does the structural preservation of the Capitol indicate an extension of the building to the west?

The structural preservation of the Capitol does not necessarily indicate an extension to the west. Structural preservation can be accomplished by several means, including either restoration or extension. We strongly urge Congress to choose restoration.

Senator Bartlett also asks: "Am I mistaken in believing that nothing of the original Capitol Building will remain if the west front were extended?" The Senator was not mistaken; the west front is the last remaining exterior portion of the original Capitol Building. And for this very reason, we argue that Congress should restore the west front.

As you know, the west front of the original Capitol building is substantially unchanged from its appearance in 1825. In that year, Charles Bulfinch completed the west front of the Capitol, slightly modifying William Thornton's prize-winning design of 1793. In 1800, under the direction of James Hoban, the north wing of the original Capitol—Congress House—was completed and the legislators moved in. In 1807, the south wing was finished under the charge of Benjamin Latrobe. Bulfinch then completed Thornton's conception of the Capitol by constructing the central portion, including its west front. For reasons of economy, President George Washington chose sandstone as the building material.

In 1851, Thomas Walter began to add the present House and Senate chamber to the north and south wings. At this time, too he designed the present steel dome to replace Bulfinch's low brass dome which was dwarfed by the new wings.

No further changes were made in the Capitol until the late 1950's when the associate architects, commissioned by the Architect of the Capitol, J. George Stewart, extended the original east front 32½ feet in order to eliminate the impression that the huge dome overhung the original central portico. In so doing, Mr. Stewart also replaced the sandstone of the east front with marble. Thus, even though the original east front was preserved as an interior wall, it has disappeared from view.

Now the Architect of the Capitol and Speaker McCormack want to extend the west front in the same manner: replacing sandstone with marble and preserving the west front as an interior wall. If this is done, all vestiges of the original Capitol will be buried beneath marble.

Since 1800, parts of the west front have witnessed the unfolding of the story of the United States as a Nation. Surely, now when Americans are beginning to appreciate the heritage of their past, we can afford to restore the west front in its original place for historical reasons.

Thus, we urge restoration in order to bequeath to the future a reliable representation of an original portion of the Capitol in the place where it was built. Restoring the wall in its present position is important to preserve a position in time without change: a position in time which will be credible to generations of Americans now and in the future. Certainly in our hierarchy of buildings there is none more important to our Nation than the Capitol. If a small portion of it is not worth restoring, what is?

Finally, Senator Bartlett inquired about the institute's consistency in supporting restoration of the west front. Once again he points to the AIA MEMO

(see enclosed article) of January, 1958, which states in part: "It is believed that the space requirements could be better filled—and at far less cost—by leaving the east front alone and instead developing a proposed scheme for expansion of the west side of the building." The above quotation was contained in an article reporting the activities of the committee on the preservation of the Capitol which was not an AIA committee, but composed of a group of architects (some AIA members), architectural historians, as well as other prominent citizens outside the profession, to rally support against the proposed extension of the east front of the Capitol. This quotation is entirely out of context and misrepresents the Institute's long-standing position in favor of restoration. The American Institute of Architects has never officially or unofficially espoused any proposal for extending the west front of the Capitol. While opposing destruction of the historic east front, and reporting activities of that nature, the Institute has been cast by proponents of a west front extension, in the position of recommending extension of the west front.

In 1958, we urged restoration of the east front for historical reasons. Now, extension of the east front makes stronger our historical argument in favor of preserving the west front as the last remaining exterior portion of the original Capitol. Only Congress can and should make the decision to restore the west front. In so doing, Congress should not let its current and future space needs (which can and should be accommodated elsewhere) dictate; rather it should consider what our Capitol means to Americans now and will mean to future generations of Americans.

I feel that the controversy over restoration or extension of the west front of the Capitol poignantly emphasizes the need for a professional commission to plan the comprehensive development of Capitol Hill. I hope that legislation such as Senate Joint Resolution 74, which passed the Senate last year, will be reintroduced this session and enacted into law. Only then will there be an orderly resolution of controversies such as this.

I appreciate the opportunity to express once again the Institute's position on this most important matter.

Sincerely yours,

GEORGE F. KASSABAUM,
President, American Institute of Architects.

LETTER FROM AIA

Representative STRATTON. Also with this letter I have enclosed Senator Bartlett's original letter to the AIA, in which he asked the questions the AIA subsequently responded to.

Without my taking my time to read it, you will note that the reply of the AIA spells out the points which I made earlier, namely, that the entire west front of the Capitol would not have to be evacuated for a period of 5 to 10 years, that restoration of the west front is feasible, and that a relatively precise cost figure can be placed upon it.

That concludes my statement, Mr. Chairman.

Senator MONTOYA. May I see the letter?

Representative STRATTON. Here is the original Bartlett letter and their later reply addressed to me.

RESTORATION: EXPANSION AND COST

Senator MONTOYA. I would like to ask you a few questions if you do not mind, Congressman. As you know, I am new on this committee and I am trying to elicit as much information as I can to make a meaningful decision on the facts.

It has been testified here that if we go the restoration route, that this will not insure the moving of the Capitol at the rate of a quarter of an inch per year, as it has been doing lately, that no competent archi-

tect or engineer can really say that any type of work that might be done will guarantee against that. There is also the additional consideration that restoration, because of its unique nature and the type of replacement that will have to take place, cannot go into a bid contract, but it must be undertaken on a cost-plus basis because it cannot be anticipated how much work can be done, what the cost might be and so forth. So that the range between $10 million and $50 million is considered a proper range of costs in view of the unique type of work that has to be done in restoration.

So, we cannot compare one cost against the other because one cost has many unknown $64 questions. It presents many problems which we cannot project the answers to at the present time.

Closing of Statuary Hall

Then it has been stated, and you have attempted to rebut the statements, that the rotunda would be closed during restoration if such course were taken for approximately 5 years during the construction period. This has been stated by the Architect of the Capitol, Mr. Campioli, and others.

Representative Stratton. If I can interrupt at this point, Senator, I don't think anybody has alleged that the rotunda would have to be closed.

Senator Montoya. It is the statuary hall next to the rotunda.

Representative Stratton. Statuary hall, yes, that would be part of the west front.

Study by Independent Engineering Firm

Senator Montoya. That is what I meant. These are the component parts of this controversy, I think. Of course, you state that there has been no investigation or judgment made by an independent engineering firm. That was the thought in the original act that commissioned such a study to be made and when the Boston firm was hired by the Architect and was hired by the Commission.

Now they have given a report which you say in its conclusion is very succinct or very narrow. I would like to get some testimony, some credible testimony, in this hearing to indicate that the Capitol will not recede, or give, that the weight of the dome on the west side of the Capitol is not an unusually heavy weight that cannot be borne by the present structure.

Representative Stratton. Senator, could I try to respond to some of the points you make because I think there is an answer to them and I am afraid I might forget some of the points you have made.

Senator Montoya. All right.

Dome of the Capitol

Weight

Representative Stratton. First of all, specifically with respect to the dome, the dome is not actually supported by the east front or by the west front. It is supported by a separate structure beneath the dome. I was not a member of the House when the east front was ex-

tended, that is when it was first authorized. I came here when it was going on, and I can remember wandering around that first year in some of the back recesses of the Capitol around by the attending physician's office. At that time there was an open interior court there which had not been filled in—it has subsequently been filled in with further doctors' offices—and I noticed through a window that the dome actually rests on a rather square brick structure and that it only appears to be resting on the exterior fronts of the Capitol.

We were told that the reason for extending the east front was that the dome stuck out over the east front and it might slip off if we didn't extend the east front.

But the architect makes it clear in his own statement, both Mr. Campioli and Mr. Stewart, that the dome itself is not in any trouble.

SUPPORTS

Senator MONTOYA. Just a minute.

Mr. Campioli, will you show me on that chart how the dome rests? You showed it to us yesterday and I would like to refresh my memory on it.

Mr. CAMPIOLI. The dome is supported on masonry foundation walls directly in line with the major perimeter of the dome. The portions of the dome which include the skirts are cantilevered out beyond these walls and are supported by beams whose ends rest on the rotunda walls as well as the walls that surround those interior courtyards.

Senator MONTOYA. That is on the west side?

Mr. CAMPIOLI. Yes. One of these courtyards has already been filled and the other one is in the process of being filled right now.

Representative STRATTON. Those are interior courtyards, not the west front? The west front is exterior, is that correct?

Mr. CAMPIOLI. That is correct.

Senator MONTOYA. When I am speaking of the west front, Congressman Stratton, I am speaking of that particular area that is suggested for restoration.

Representative STRATTON. You are not suggesting that the dome is in danger of collapse, Mr. Campioli?

POSSIBLE COLLAPSE OF SKIRT

Mr. CAMPIOLI. No, the only thing I suggested at the House hearings is that if the failure were of such magnitude that the west central wing should collapse, I don't believe the dome will fall. The dome will stand. The only portion that may collapse is the skirt of the dome, which is dependent on the central wing for support at one end of the beams.

Senator MONTOYA. The point that I was trying to elicit and perhaps I did not develop yesterday with Mr. Campioli, does the weight of the dome have any effect on the endurance of the structure on the west?

Mr. CAMPIOLI. Not in my opinion. I think the entire surrounding structure could collapse and the dome would still stand.

Senator MONTOYA. Would the dome have any influence on that collapse?

Mr. CAMPIOLI. Not in my opinion.

Senator MONTOYA. All right.

STUDY OF WEST CENTRAL PORTION OF THE CAPITOL
(PUBLIC LAW 88–248)

Representative STRATTON. Now with respect to another point you made—I may not be taking these quite in order—you said that you understood that the original report was commissioned with a view to finding out what was necessary to be done to keep the west front from collapsing, and this was my opinion, too.

I remember when I first got interested in this subject 3 or 4 years ago——

Senator MONTOYA. Let me read for the record at this point so that we can continue the colloquy.

Public Law 88–248, approved December 30, 1963, amended Public Law 242, as amended, by deleting from the basic act the authority "to obligate the additional sums herein authorized prior to the actual appropriation thereof" and by substituting in lieu thereof:

> And, prior to any appropriations being provided for extension, reconstructiton, and replacement of the west central portion of the United States Capitol, to obligate such sums as may be necessary for the employment of nongovernmental engineering and other incidental items required to make a survey, study and examination of the structural condition of such west central portion, to make reports of findings, and to make recommendations with respect to such remedial measures as may be deemed necessary, including the feasibility of corrective measures in conjunction with the extension of such west central portion.

That was in the original act.

Representative STRATTON. That's right.

THE THOMPSON & LICHTNER CO., INC. REPORT

Senator MONTOYA. It was pursuant to this particular act that the Architect entered into a contract on March 13, 1964, with the Thompson & Lichtner Co. of Brookline, Mass., and such company did do some core-drilling or boring and some engineering evaluation and came up with this report about which you speak.

Representative STRATTON. That's right.

Senator MONTOYA. And the little short conclusion.

Representative STRATTON. I remember the legislation that you refer to, Mr. Chairman. As I said, when I first became interested in this, I said I would like to take a look at this report. I assumed it would analyze the various possibilities. I got all five volumes from Mr. Stewart's office and I kept looking through for some analysis.

They showed pictures of the cracks. They explained how far some of the cracks ran, and so on. Actually, I think there are only—my recollection is that there are only—roughly 15 or 20 pages of text in all these five volumes and there is absolutely no analysis of any alternatives. The study simply makes the flat statement that restoration would not be a good idea, without any supporting reasons.

I am not even sure it says restoration would be impossible. It simply says restoration is not a good idea, so we should extend the Capitol. But there is no discussion, no analysis. This is the thing that has disturbed me, because we have already spent $447,000 on the west front extension, including the Thompson & Lichtner report, plus all these elaborate designs and pictures and models and so on; and still we don't have anybody who has sat down and really studied just what would be involved in restoration as opposed to extension.

SELECTION OF FIRM

Senator PROXMIRE. Would you yield at this point? I would like to point out also, as I understand it, whereas the legislation asked for an independent nongovernmental firm to make this study, the Commission accepted the recommendation of the Capitol Architect as to whom he was to hire. This was a Capitol Architect selection.

While it is independent in a sense, nevertheless the Capitol Architect, of course, hired them and in a sense they are working for the Capitol Architect.

Representative STRATTON. Exactly.

Senator MONTOYA. How else could it have been done under this legislation?

FAILURE OF REPORT TO INCLUDE ANALYSIS OF ALTERNATIVES

Representative STRATTON. I would think, Mr. Chairman, that what should have been done, certainly what Thompson & Lichtner were supposed to do, was to report on the condition of the Capitol and explain the various ways we could fix it up. In this way: we could restore it, for example, and this would require the following steps, and would involve the following difficulties, for example.

Or we could perhaps just extend it by a few feet to buttress the wall, which is reportedly collapsing. This would involve so and so.

Finally, the report should have said, since there has been some desire expressed that we ought to have more space, (and everybody knew this is what the Architect wanted,) we could extend it and thus provide not only the buttresses, but additional rooms. Instead of that, there is no analysis in the Thompson & Lichtner report of any of these alternatives. That is what I think should have been done, and what we still need now to act intelligently and with responsibility.

EXPERT TESTIMONY FAVORING RESTORATION

Senator MONTOYA. Is there any expert testimony available which would indicate that the restoration of the Capitol is feasible and will secure the Capitol from collapse? If so, is such testimony based upon an actual investigation and core-drilling, boring, of the composition of the walls of the Capitol?

I haven't been able to find anything like that in the testimony up to now.

Representative STRATTON. I think, Senator, as far as the condition of the west front of the Capitol, I would assume that the study that Thompson & Lichtner made and the pictures they have are not disputed by anybody, either by the American Institute of Architects or by anyone else. There are certain cracks, there has been a good deal of neglect. These conditions exist. All of that is admitted.

But the kind of thing you are asking for involves a professional engineering undertaking of some magnitude. This has to my knowledge never been conducted. It is like asking a doctor, just by looking at a patient, to tell you exactly what is needed and how he is going to conduct the operation.

AIA Architectural Group Conclusion

But the AIA did conduct, in 1967, and Mr. Lethbridge is here to testify this morning and he was one of that group, a rather superfical look at the Capitol and a look at all the material in the Architect's possession and they did come to the conclusion, and these are reputable architects and they represent, as I say, 80 percent of the architects in America—they came to the conclusion that restoration was feasible. They did not, however, go into engineering details.

Now just what restoration is going to cost and what exactly has to be done, is something that is going to require more time and more effort than any professional man is willing to hand out for free. That is why we do have to spend a little bit of money. But in my judgment, Mr. Chairman, what you were quoting at the beginning of your remarks about "nobody can do this" and "nobody can do that," these are statements that have been made either by Mr. Stewart or by Mr. Campioli, and these statements do not, in my judgment, represent independent testimony.

I don't know whether you can do the restoration or not. I am not an architect. But if the AIA says you can do it, it would seem to me that this is at least prima facie evidence that the matter is worth looking into. I do not believe that they accept from a professional point of view many of the statements that have been made by Mr. Campioli, for example. But we have never had any real structural analysis of what would be involved. It does seem to me that we ought to do that much, whether we also go ahead with these plans and specifications or not.

ENGINEERING REPORT BY THE THOMPSON & LICHTNER CO., INC.

Senator Montoya. It seems to me that when the Thompson & Lichtner Co. was commissioned by the Architect, they were commissioned to examine the structure and to develop an opinion as to whether or not it is feasible to restore or whether it would be more feasible to extend the west front of the Capitol.

I think the Commission was directed toward these objectives, and their report—I haven't seen it, but I understand the report did answer these questions.

Representative Stratton. You ought to see the report, Mr. Chairman, because I have never seen a more disappointing document for somebody who is really interested in this issue, as you obviously are. I don't know how much they paid for it, how much of that $447,000 went to pay for that one report, but it might well be that we ought to try to get our money's worth out of it by having Thompson & Lichtner do what they should have done in the first place.

There are, as I have said, only 15 or 20 pages of written material there and it just does not go into this issue.

Let me make one other comment because the point you made earlier, Mr. Chairman, was one that was hammered at again and again over on the floor of the House last Friday.

West Wall Lateral Movement

The statement is made that the west wall is moving laterally. I don't know whether it is, but I would not challenge that assertion. It probably is. It is certainly not in good shape.

But there are really three alternatives open to us. Either we can undertake some kind of structural underpinning to prevent this wall from going further laterally—and incidentally, this underpinning has to be done even if you extend the Capitol. You still have to do the restoration work on the existing wall, even if it becomes an interior wall.

Then there is a second alternative, it seems to me, which would be to erect buttresses of some sort on the exterior of the west front wall, to keep it from slipping; and then you would add a new facing on the outside. That would certainly be simpler and cheaper than going another 88 feet out beyond that to do the buttressing and refacing job. I am not sure that the AIA would favor this kind of alternative, but it seems to me to be one of the three possible steps we could take.

Finally, the third and most elaborate and expensive alternative is to provide buttresses 88 feet away when you could just as well provide them 1 foot away.

Senator Montoya. Senator Proxmire has one question.

Immediate Action to Prevent Deterioration of West Front

Senator Proxmire. I have the same dilemma as Senator Jordan. I understand you have to chair a hearing at 11 o'clock. So do I. I want to say this is an excellent presentation, Mr. Stratton. You have obviously given this an enormous amount of attention, effort, and thought.

I think you have made a most convincing presentation. There is only one point that bothers me. You point out that it will take 18 months for the extension plans to get completed and underway, so that they can start construction.

You ask what is another 6 to 8 months for a study? Well, the 18-month period is now the period of maximum risk. I don't think we should put the Congress into the position of adding another 6 to 8 months waiting period. Is there evidence that there is anything that we indisputably could do now to prevent further deterioration of the west front, do promptly, that we could agree on?

I got the impression from the Architect of the Capitol that there is nothing, we have done everything we can do in terms of short term action. But if we could do something that would make sure that we are protected against some kind of collapse with damage to individuals as well as property, I think that your position would be greatly strengthened.

Representative Stratton. Senator, I would not only be strongly in favor of that, but I tried to get the Appropriations Committee in the House 2 years ago to include some money to do just that. And they refused to do it.

DEPLORABLE CONDITION OF WEST FRONT

So, I sometimes wonder just how imminent this collapse really is. I don't know what needs to be done, but I do know that in 1967 the condition of the west front was atrocious. The mortar had not been pointed up, it had not been painted, and pigeon droppings were all over it. It seems to me frankly that all this neglect represented a kind of public relations job, so that every time a visitor went by and saw what a deplorable state the National Capitol is in, he would ask, "Why don't we do something about it?" then they would say, "Of course, Stratton is preventing us from fixing it up; we have a plan and if we are just allowed to get that plan through, then everything will be hunky-dory."

Certainly if there is anything that needs to be done to repair this west front, I would be in favor of doing it. What I am suggesting, however, Senator, is that even under the Architect's plan we are going to have to wait another 18 months. He does not seem to be concerned with that extra wait, just so long as we appropriate the $2 million he asks. He does not seem to be worried about what is going to happen between now and when the plans come in, so maybe we don't need to be any more worried than he is.

PREVENTION OF COLLAPSE

If we are going to have to wait 18 months anyway then I say, why don't we use the first 6 or 8 of that period to come up with an alternative study on the restoration idea?

Senator PROXMIRE. Mr. Chairman, would you ask the representative of the AIA when he is testifying if they can give us any assurance that there is something we can do to prevent the kind of sudden collapse that could be so damaging?

Senator MONTOYA. I certainly will.

Representative STRATTON. I think Senator Kennedy in his statement yesterday suggested the inclusion of funds for this exact purpose. I certainly would be in favor of such action.

Senator MONTOYA. Thank you very much, Mr. Stratton. We appreciate your testimony.

Representative STRATTON. You have been very generous in time. I apologize for having made such a long statement.

STATEMENT OF HON. B. EVERETT JORDAN, U.S. SENATOR FROM NORTH CAROLINA

WEST FRONT WALL CONDITION

Senator MONTOYA. I am sorry you had to wait so long, Senator Jordan.

Senator PROXMIRE. I apologize to Senator Jordan for having to leave, but I know he understands.

Senator MONTOYA. You may proceed, Senator Jordan, with your statement.

Senator JORDAN. Mr. Chairman, as you know, I am not a member of the West Front Extension Committee. You know who the members

are. However, I am chairman of the Committee on Rules and Administration which has some obligation, in fact a great deal of obligation, as to the maintenance and the upkeep of the Senate Office Buildings and the portion of the Capitol that belongs to the Senate.

On a number of occasions it has been called to my attention graphically and I have made a number of trips behind the Capitol down in the lower part to examine these cracks and crevices which are getting larger, which I know personally are getting larger, and I do know that the wall is creeping out.

I know that there is a great possibility of structural failure there because a wall can't start sliding this way, without collapsing from the weight. You can hardly estimate how much load-bearing capacity there is, but if the wall ever bends or moves out of vertical position, you are in trouble and very quickly and nobody can estimate just when that will happen. I have had a good many years of experience in buildings, myself, and I know something about them.

FACILITIES AFFORDED BY EAST FRONT EXTENSION

My prepared statement I would like to read to you. It is very short.

I was here in 1958 when the extension of the east front was so hotly debated and had the pleasure of voting then in favor of extension. There were differences of opinion then as now, with respect to extension and restoration, but we went ahead with the extension 11 years ago and now we wonder how we ever got along without the facilities provided in the east front.

ESCALATING CONSTRUCTION COSTS

At this point, Mr. Chairman, I would like to say here in the last 2 weeks I have held two different hearings on public buildings, for which the GSA is responsible, one here in Washington and several around over the country. They have testified specifically that the rate of increase in cost of public buildings today is 1 percent a month. Every day you put off construction or repair, whatever you want to do, is costing us a great deal more money.

In the case of the cultural center down here, the Kennedy Cultural Center, GSA testified they were finding it more and more difficult to let contracts on a firm price basis because of the uncertainty of labor and material costs in the future. They said for these reasons and because so much material was donated, in that case they had no alternative but to go to cost-plus contracts.

This condition has some bearing on what you decide to do with respect to the west front project.

SPACE ACQUISITION INCIDENTAL TO WEST FRONT EXTENSION

However, today I am not here pleading solely for space. That is not the primary purpose of the proposed extension, but the space gained in the extension will be an extra dividend that will well serve the Congress and, in particular, the public for years to come.

DANGEROUS CONDITION OF WEST WALL AND TEMPORARY RETAINING PROPS

Frankly, I am gravely concerned about the dangers to the old west section of the building that is now just crumbling, cracking, or falling away. I have an office right over there in the front. I am not exactly afraid to go into it, but I would not want to take a nap in there and I never have. But the Architect's representative came to me about 6 months ago and said, "I want to look inside your room." I said, "What is the problem?" He said, "I want to see if a crack has developed in this wall."

He showed me. We found where it is opening up on the outside. Naturally when a crack opens, it is the outside that shows the crack first rather than the inside. So it is a matter of concern to a number of people.

If anyone should doubt my concern, let him just go out there on the back of the building and see the condition himself. And I might point out that we have spent a great deal of money out there with temporary shores and props that have been tied in, which are now doing, I hope, a good job and probably have saved this building up to this time.

SUPPORT FOR RECOMMENDED WEST FRONT EXTENSION

In my experience I have learned something about old buildings and my recommendation in this case is that we follow the advice of the independent engineer who, after investigating several alternatives, including restoration, recommended a suitable extension to buttress the old walls just as was done on the east side of the building some years ago. In fact, I am advised that every professional architect and engineer engaged throughout the study of this project has strongly recommended extension of the west front.

I see no need for further study of so-called restoration. We could, of course, go on and on with studies and postpone the construction indefinitely, thus increasing the chance of a catastrophe.

I have looked over the preliminary plans for the extension and I consider they are such that should receive your approval. I have discussed with the Architect's staff the portions of the extension that are more or less fixed: the core for elevators, toilets, utilities, and so forth. But I want to assure you that, before the layout of the space is finally determined, I as chairman of the Committee on Rules and Administration—the committee in charge of space for the Senate—expect to collaborate with the Vice President, the majority leader, the minority leader, and the Architect in determining how the space can best be arranged and the purpose for which it will be used. These determinations will, of course, be made on the basis of priorities and the suitability of the space that can be developed.

HISTORIC PRESERVATION

We have heard some reference to historic preservation. I think we are all in favor of that when it is feasible, but the east front, added only a decade ago, is already historic. You will all recall that three former Members of the Senate have since become Presidents of the United States and have been inaugurated over the east front steps:

President Kennedy in 1961; President Johnson in 1965; and President Nixon in 1969.

A note of interest, Mr. Chairman. My staff checked the records and found that all three of these men who later became Presidents of the United States voted in favor of the extension of the East Front in 1958. President Kennedy and President Johnson as Senators and President Nixon, then Vice President, as a member of the Capitol Commission in charge. All voted for the extension of the east front.

Mr. Chairman, in closing, I want to thank the members for their attention this morning, and again urge you to go forward with this essential project by approving the request for planning funds before you.

Senator MONTOYA. Thank you very much, Senator Jordan.

Senator JORDAN. Thank you, sir. I am sorry I have to run. I would like to hear the rest of the testimony, but I have some committees meeting in the other building.

Senator MONTOYA. Thank you, sir.

STATEMENT OF HON. JAMES H. SCHEUER, U.S. REPRESENTATIVE FROM NEW YORK

Senator MONTOYA. The next witness on the agenda is the Honorable James H. Scheuer of New York.

Welcome before this subcommittee.

PREPARED STATEMENT

Representative SCHEUER. Thank you very much, Senator. I appreciate the opportunity to testify here. I will speak briefly. I have a prepared statement that I will put into the record.

Senator MONTOYA. Without objection, the prepared statement will be made a part of the record at this point. You may proceed to highlight it as you wish.

(The statement follows:)

Mr. Chairman, I am very honored to testify before this Senate Committee as it considers the problem of treating the west front of the Capitol. I have spoken in the House of Representatives in opposition to extension of the Capitol's west front. I am pursuing this opposition in the Senate because I believe the cause is worthy both in terms of economy and protection of the nation's monuments.

I am expressing the interests of many professional architects, historians and citizens when I strongly oppose the allocation of any monies for any piecemeal addition to the nation's most prominent ediface. I make my opposition on three grounds: 1) There is a painfully obvious need for comprehensive master planning of the Capitol region; therefore, it is architecturally and economically unsound to make *ad hoc* space additions like the west wall extension; 2) There is a need for basic revision of the current practices of the Capitol Architect; 3) The proposed addition disregards important considerations of American history.

Let me state at the outset that it is apparent to me, and no doubt to the eleven million tourists who this year came to visit their nation's shrines, that the west front of the Capitol is in need of attention. It should be a source of shame to the Capitol Architect that basic, inexpensive, regular, normal cosmetic and structural maintenance has been so neglected. Before setting out on new, expensive building endeavors, I would admonish the Capitol Architect to perform his regular, routine maintenance responsibilities.

NEED FOR COMPREHENSIVE PLANNING

The proposed appropriation considered today would, if granted, allow monies to produce pre-bid plans for the extension of the west front. By opposing the appropriation I am not advocating that we neglect the condition of the Capitol. On the contrary, my opposition is based on the well-accepted principle that piecemeal attempts to solve complicated, many-faceted problems in the long-run is inevitably wasteful and self-defeating.

The west wall is in need of repair, but it stands only as a part of the total architecture and planning picture of the Capitol Hill complex. The Capitol, as the seat of the nation's government, is under complex demands from a great variety of constituencies—the Senate, the House, the growing Congressional staff, the public, the press—yet, to date, the Capitol Architect has made no effort, nor is it apparent that he is likely to make an effort, to assess the total current and future needs for space, facilities, and equipment, with a view of achieving maximum congressional effectiveness in an economical, efficient fashion. Although it is customary practice in virtually all government building, and, indeed, in all intelligent modern planning, the architect has made no effort to generate a master plan of the Capitol from which informed architectural planning and development decisions can be made. Without a master plan, extension of the west front is like playing a game of dominoes where we add a piece at a time with no idea of the final design.

It should be obvious, and is obvious to professional architects, that a unique building like the Capitol, a building which is both a cherished monument and a highly utilitarian structure should not be altered in a random fashion, on a piece-by-piece basis.

If new space is needed in the Capitol—and we know it is—how can it best be employed? In response to this question, Mr. Campioli, the Assistant Architect, testified that twenty-five offices anticipated under the proposed extension would have the following use.

Mr. Campioli: "Some of them (Offices) would be used in connection with this committee. Some would be used to serve other functions as may be allocated by the Speaker on the House side or the Rules Committee on the Senate side."

Tell me, Mr. Chairman, is this informed, intelligent planning?

Mr. Chairman, I ask if new construction projected to cost $45 million, affecting the most famous building in the country can be seriously considered by a responsible legislative body, based on such nebulous and unscientific information? Mr. Chairman, we are all aware that the electronic age offers new and highly specialized facilities and systems which Congress urgently needs, and which any planning for new space in the Capitol ought to contemplate. What will be the electronic and computer needs, the personal and committee staff needs, and the press needs of Members of Congress in ten or twenty years hence?

It is unthinkable that we could even begin to plan major alterations without exploring these and many other technical questions which affect the vital, long-term comprehensive needs of Capitol Hill. Let us plan systematically, let us master plan, in the jargon of the architect, so we may identify our future needs before taking major and perhaps irrevocable steps.

NEED FOR REVISION OF PRACTICES OF CAPITOL ARCHITECT

Next, Mr. Chairman, I would like to note briefly that even if some extension of the Capitol building were at some point in the future called for under a master plan, the current practices of the Capitol Architect do not allow for selection of the most imaginative, high-quality architects of this nation. It is well-documented that over the years, the Capitol Architect has seen fit to select time and again, a small coterie of architectural firms to carry out Capitol Hill building projects. As a result, we in Congress have faced personal embarrassment with our constituents, not only—in the view of many authoritative observers—because of the ugliness of some of the work but also because consistently and repeatedly the estimated costs have enormously exceeded the final costs. In recent years, Congress has had to face embarrassment in the public press because of tens of millions of dollars in added costs to the east wing extension, the Rayburn Building, and the Capitol underground garages. Before undertaking any project so sensitive as alterations of the Capitol, procedures for obtaining

the best and most economical architectural consultants and the most realistic cost estimates must be assured.

CONSIDERATIONS OF HISTORY

Finally, I oppose the building extension of the west wing for historical, perhaps sentimental reasons. The west wall is the last vestige of the original Capitol building. It seems beyond our mandate in 1969 to bury the last wall which was publicly acclaimed by the first two critics of the Capitol, President George Washington and then Secretary of State Thomas Jefferson. The west front is the only original section of the Capitol remaining with direct ties to Washington, Jefferson, and the endurance of this country through the British attack in 1814. The endurance of this Capitol building during great stress was noted by Daniel Webster, expressing the concern of myself and millions of contemporary Americans, when he said:

"And all here assembled, whether belonging to public life, or to private life with heads devotedly thankful to Almighty God for the preservation of the liberty and happiness of the country, united in sincere and fervent prayers that . . . the walls and arches, the domes and towers, the columns and entabulatures, may endure forever."

I cannot express strongly enough that Webster's immortal words express my profound feelings. To millions, the visual impressions of the Capitol building and its very mortor convey symbolically the history, thus the values and endurance of the values of this country. There is a place for modernization and progress, but progress is not always achieved by indelible alteration of artifacts of the past. Let us through our monuments, be reminded of from where we came and to what we owe our most noble ideals. Preservation of the original section of the nation's most important building is a debt we owe to posterity. It is beyond my comprehension why Mr. J. George Stewart in 1969 would wish to destroy the west wall and finish the job the British could not do in 1814. Why would Mr. Stewart destroy the wall gallantly defended, the wall where flames were heroically extinguished by citizens and soldiers of an earlier day?

Mr. Chairman, I am grateful for the opportunity to give you my analysis of and feelings about the architecture of the nation's Capitol. I hope your committee will see fit to deny funds for this piecemeal venture under consideration. I shall continue to work for legislation to provide a master plan by which the nation's finest architects can assess the future needs of the whole Capitol region as well as the nation's needs to preserve and protect its historic and treasured monuments.

SUPPORT FOR BUILDING RESTORATION

Representative SCHEUER. Yes.

I wish to strongly support my colleague, Congressman Stratton, and others who feel that we ought to proceed forthwith with the necessary housekeeping and maintenance work on the Capitol. If the plan for the extension goes through, this necessary work would be deferred perhaps 18 months or 2 years.

I have been urging, along with Congressman Stratton, that we do the necessary upkeep and maintenance, the shoring up, the pointing up of the building; that means filling these cracks that we have heard about before the winter waters seep into the stone, freeze, and worsen the situation.

Senator MONTOYA. Are you aware that this work has been going on all through the years?

Representative SCHEUER. It certainly has not been going on to the appropriate extent, Senator. Otherwise we would not need the scaffolding around the building. There is no reason on earth why that building could not have been secured and improved and restored to the point where it was perfectly safe for all concerned. When I heard in the

House Appropriations Committee that one of the things they had done was to remove the bird droppings, I was shocked and horrified because, in my opinion, it was only the bird droppings that were holding up that west front.

In all seriousnness, it is inconceivable to me that if the Architect of the Capitol had proceeded in a professional and workmanlike fashion in the last several years that there would be any question of danger to members of the public or to the Congress in occupying that building.

We have in our country, without any question, the ablest engineering capability in the world, the most professional, the most competent, the most sophisticated. We have in our own Government, in the Park Service, a highly professional, a highly sophisticated capability for the preservation of existing buildings. None of this has been harnessed to even thinking about how the Capitol can be preserved. In my opinion it is inexcusable that this should not have been done.

Let me say, parenthetically, that I speak here as a person with some experience in the construction field. Before I came to Congress, I was a developer of large-scale construction projects under Government financing. I built well over $100 million worth of Government-assisted large-scale housing projects. So I have had some passing familiarity with the problems of construction.

REPORT OF THE ARCHITECT OF THE CAPITOL

I may say that, in my opinion, the record of the Architect of the Capitol does not justify our placing trust and confidence in his report. I don't question his integrity, I don't question his bona fides; but as a hard, practical matter of fact, the Capitol Architect and his staff have not shown a high degree of professionalism, they have not shown that degree of competence that I, as a construction professional, would require to let them have my proxy in making a decision of this kind.

STUDY AND RECOMMENDATION OF THOMPSON & LICHTNER CO. AND NON-UTILIZATION OF ABLEST TALENT

Senator MONTOYA. What do you think of the firm of Thompson & Lichtner?

Representative SCHEUER. Senator, I am not going to pass judgment on any particular architectural firm. Nevertheless, I think the record is quite clear that the Architect of the Capitol has not reached out to the architectural and engineering and planning fraternity in the United States to find the best and ablest talent.

CONGRESSIONAL QUARTERLY OF JULY 7, 1967

I would like to read one sentence or so from the July 7, 1967, issue of Congressional Quarterly. This is an article on the west front.

Congress Divided on Capitol Hill Construction.

In that article is a box entitled—"Small Group Responsible for Capitol Hill Architecture."

I am just going to read 1 inch of copy:

Under George Stewart, Republican from Delaware, 1935 to 1957, who is not an architect but has experience as a landscape contractor, the East Front of the Capitol was extended, the Rayburn Office Building was built, remodeling projects were undertaken, parking garages were built, and plans were approved for the extension of the Capitol's West Front and for a third Library of Congress building. Without exception, the names of a tiny and sometimes rotating constellation of architects are attached to all these projects. This has prompted charges that an architectural monopoly holds sway on Capitol Hill.

It is my opinion that there is an airtight and unassailable and unbreachable wall around Capitol Hill which the finest architects, the finest engineers, the finest designers and the finest planners in America have been totally unable to penetrate.

So, without casting any aspersions on any of this very tiny group of architectural professionals who have an unbreakable monopoly on work on Capitol Hill, I can say that in my years as a Congressman the Architect of the Capitol has not reached out for the finest talent available in America to do this job.

I think their plan for this building is the wrong plan, for the wrong building, in the wrong area, at the wrong time, for the wrong price, and in charge of the wrong people.

Pending Legislation for Establishment of National Capitol Commission on Architect and Design

Senator Montoya. Assuming that the Congress does authorize the $2 million appropriation for planning and specifications and the other drawings, what suggestions do you have to insure against the continuation of this so-called monopoly?

Representative Scheuer. Senator, I have introduced legislation in the past, cosponsored by Senator Randolph on this side, that would set up a National Capitol Commission on Architecutre and Design. This Commission would take over the responsibility for (1) devising a long-range development plan for the Capitol and its grounds, and (2) would work with AIA in selecting, through competitive proposals, architects for major works, both rehabilitation and construction, on the Hill.

Now this is no new concept of mine. It is the way GSA works in selecting architects for all Government buildings. It is the way the State Department works in selecting architects for projects abroad. It is the way the Federal Government requires cities and private developers to work. It is the accepted way of selecting architects.

Gentlemen, guided by reason, one does not close out 99.9 percent of the profession and give a continuing monopoly to an infinitesimal number, particularly when their record is one of failure.

Absence of Comprehensive Planning by Architect of the Capitol

Now, the Rayburn Building was estimated to cost $75 million, the cost was $110 million. These series of construction projects and rehabilitation projects have been typified by several things. For example, total lack of comprehensive planning for the Capitol area. These 105 acres are the only urban acres in the United States that have never been subject to a comprehensive master plan for development. They

are the only urban acres in this country that have never had a long-term look as to what the needs of its constituents were. Under the Federal urban renewal program a city to get Federal funds must undertake a comprehensive master plan of its own development. Yet the inactive Architect of the Capitol has never devised a master plan for the development of this Hill. He has never solicited the Members of the House and the Senate as to what their needs were, what their staff needs were, what the needs of the press might be, what the needs of the public are.

They have never taken a professional look at the needs for the 535 men who have been elected to perform their work on Capitol Hill.

OPPOSITION TO EXTENSION BY AMERICAN INSTITUTE OF ARCHITECTS

Senator MONTOYA. What do you have to say about the indorsement of the American Institute of Architects of the plan to build or extend the west side of the Capitol and the similar indorsement——

Representative SCHEUER. As I understand it, AIA has not indorsed the plan for extension.

Mr. CAMPIOLI. The AIA representatives have no criticism of the design of the extension, but oppose the idea of extension. The American Registered Architects have indorsed the extension project.

Representative SCHEUER. Yes, the American Institute of Architects, which is, without any question, the authoritative accepted voice for the American architectural fraternity and represents 80 percent of the architects in this country. I daresay, in terms of volume of work, it probably represents 90 or 95 percent of the architects in this country. They are totally opposed to this concept.

Their preliminary survey indicates that restoration should be feasible and they have recommended that a professional survey be done simply on whether restoration can be accomplished and what the price would be.

RESTORATION COST ESTIMATES

Again, I say as someone with experience in construction, the $10 million figure is reasonable. If there is an overrun, it could be of the dimension of 10 percent, 25 percent, conceivably a hundred percent. I can't imagine that a professional survey of the cost of this job would range more than $10 to $15 million or at the most $20 million.

For the Architect of the Capitol to give a range that goes from $10 to $50 million, I think, is indicative of the fact that, in the most charitable judgment, he has failed to think this project through.

Senator MONTOYA. Thank you very much, Representative Scheuer. I wish we had more time, but we have about five more witnesses this morning.

Representative SCHEUER. I appreciate your courtesy. I have a formal statement that I will file.

Senator MONTOYA. Thank you.

STATEMENTS OF—
FRANCIS LETHBRIDGE, VICE PRESIDENT
PHILIP A. HUTCHINSON, JR., DIRECTOR, GOVERNMENT AFFAIRS, AMERICAN INSTITUTE OF ARCHITECTS

OPPOSITION TO WEST FRONT EXTENSION

Senator MONTOYA. Is Congressman Schwengel here?

I would like to accommodate the Members of Congress who might be here.

Our next witness or witnesses, representing the American Institute of Architects, are Mr. Francis Lethbridge, vice president, and Philip A. Hutchinson, Jr., director of government affairs.

Would you gentlemen step forward and tell us how you intend to proceed.

Mr. LETHBRIDGE. Mr. Chairman, if I may, I have a statement that I would like to read into the record.

Senator MONTOYA. You may do so.

Mr. LETHBRIDGE. Thank you, sir.

My name is Francis Lethbridge. I am an architect, a vice president of the American Institute of Architects, and chairman of the joint committee on landmarks of the national capital.

LASTING VALUE OF PRESERVATION

The American Institute of Architects opposes plans for the extension of the West Front of the Capitol. We believe that preserving America's most important historical and architectural landmark is of more lasting value to the Nation than the additional space that will be gained by the proposed remodeling.

EFFECTS OF PROPOSED EXTENSION

We do not question the need for corrective measures to insure the safety and structural integrity of the building. We believe that this aim can be accomplished without recourse to an extension of the West Front:

Which will erase the last externally visible work of the great pioneers of Federal architecture, William Thornton, Benjamin Latrobe, and Charles Bulfinch;

Which will alter the noble terraces planned by Frederick Law Olmstead, the dean of American landscape architecture; and

Which will obscure a significant chapter of this country's cultural history, burying forever the last remaining walls of the Capitol that date back to the founding of the Republic.

RECOMMENDATIONS: CORRECTION OF UNSAFE CONDITION AND ARCHITECTURAL AND ENGINEERING STUDIES

We urge that Congress appropriate sufficient funds now to:

First. Correct unsafe conditions on the Capitol's West Front; and

Second. Carry out architectural and engineering studies specifically directed to the methods and techniques for restoring the West Front.

If these two steps were taken, Congress would be in a position to choose between restoring or extending the building.

We are living in a time of great change. But it is no contradiction of purposes for us to support the conservation of our national heritage, even as we seek more vigorous, imaginative, and effective efforts to rebuild our cities, rectify historic injustices and build a better future for those generations who depend upon our judgment for the quality of the environment that they will inherit.

Thank you for the opportunity to present our views.

HOUSE COMMITTEE HEARINGS ON CHOICE BETWEEN EXTENSION AND RESTORATION

Mr. Chairman, I would like, if I may have the time, to speak to several points that were made in the House during the course of debate on this issue, which I feel present a misleading picture of the choice between extension and restoration.

Senator MONTOYA. You may do so.

COLLABORATION WITH OTHERS

Mr. LETHBRIDGE. I might add, Mr. Chairman, that in order to strengthen our own opinions on this subject, we called together last week a group of men whose opinions we respect very highly and went over these problems with them in order to quite frankly strengthen our testimony before your committee and make it more positive than we were able to make it before the House committee.

Those gentlemen included Professor F. Blair Reeves, chairman of the AIA committee on historic building and director of the historic American building field surveys for a number of years.

Mr. James Madison Cutts, structural engineer, Washington, D.C., who has acted as consultant for remodeling and restoration of the Old Executive Office Building and Treasury Building.

Charles Meyerson, structural engineer, Law Engineering Co., who is a technical expert on soils and foundation engineering.

Mr. James W. Cox, president of the James W. Cox Co., and of Building Restoration Consultants, Inc., whose company is in the process or has restored the Cathedral in Baltimore designed by Benjamin Latrobe, and St. Mary's Seminary and Chapel designed by Maximilian Godefroy, in addition to other buildings.

Mr. Buck Rullman, of Rullman & Wilson, Baltimore, who is a third-generation stone contractor.

Last is Mr. Carl Feiss of the American Institute of Architects and member of the American Institute Planners.

I would like to direct your attention, sir, to the following allegations made during the congressional hearings.

Senator MONTOYA. Before you proceed any further, you mentioned you contacted these individuals?

Mr. LETHBRIDGE. Yes, sir.

Senator MONTOYA. What is the significance of your contact with them?

Mr. LETHBRIDGE. We met with these gentlemen——

Senator MONTOYA (continuing). And developed this viewpoint, is that it?

Mr. LETHBRIDGE. We discussed specifically those issues that were raised during the testimony before the House subcommittee in order to answer some of these questions more specifically.

OPINIONS OF WITNESS AND COLLABORATORS

Senator MONTOYA. Are you prepared to say that these gentlemen oppose the extension of the Capitol or are you prepared to say that you oppose the extension of the Capitol?

Mr. LETHBRIDGE. I am speaking as representative of the American Institute of Architects as well as myself in opposition to the extension. It was the opinion of these gentlemen, at the conclusion of our meeting, that extension of the Capitol is not necessary to carry out the restoration and to insure the structural integrity of the walls.

CONSIDERATION OF THOMPSON & LICHTNER REPORT

Senator MONTOYA. Are you in a position to say whether or not these individuals saw the Thompson & Lichtner report and a study made?

Mr. LETHBRIDGE. Yes, sir; we had the Thompson & Lichtner report during our meeting.

Senator MONTOYA. Do you know whether or not they studied this report before they concluded as they did?

Mr. LETHBRIDGE. The report was available and was studied during the course of our discussions. The AIA task force—incidentally, Mr. Chairman, it has been stated on numerous occasions by Mr. Campioli that the task force appointed by the AIA, of which I was a member in 1967, gave only a cursory examination to the west front and the plans.

This is not strictly so. The Thompson & Lichtner report was studied individually by each of those members of the task force before they were ever convened in meeting. That group had studied the report thoroughly before they ever met to confer on the question of extension or restoration.

COMPETENCY OF THOMPSON & LICHTNER CO.

Senator MONTOYA. Is there anything you can say to cast any reflection on the competency of the firm of Thompson & Lichtner, who made this report and this report?

Mr. LETHBRIDGE. I don't believe it is in order or necessary for us to cast any aspersions on the competency of that firm or its report. What we are maintaining, sir, is that there has never been a study specifically directed to solving the problems of restoration or to establish within reasonable limits the cost of such restoration.

BASES OF CONTRAEXTENSION OPINIONS

Senator MONTOYA. I have tried to elicit during the course of this testimony from some of the witnesses, and I do so now from you, whether or not to your knowledge there has been any person or persons with proper competency, whether they have conducted an investigation of the structure on the west side of the Capitol and whether

or not they have come to any conclusion, or whether these opinions which you are imparting to us for our consideration were based strictly on cursory examination or other reports?

Mr. LETHBRIDGE. I believe I could say without hesitation that the opinion of the architects who made up the task force represent competent professional opinion, that the Thompson & Lichtner report was studied. We were in a position studying that report, and still are in that position, of accepting the technical data that have been developed by that report and the technical data that have been offered by the Architect of the Capitol.

I do not believe that it is necessary to argue with that technical data. It has never been stated by the Architect of the Capitol or any of those people associated with it that restoration is impossible.

STUDY TO DEVELOP RESTORATION TECHNIQUES AND COST

I might make this point and it seems to me this is really the critical issue. If, as Mr. Campioli contends, the Architect of the Capitol is or would be in favor of restoration, if it were feasible, then I would say, "In Heaven's name how could they oppose a detailed study specifically directed toward developing the more precise techniques and costs of restoration, to offer Congress a fair and impartial alternative to the plans for extension?"

Senator MONTOYA. How long would that study take?

Mr. LETHBRIDGE. This study unquestionably could be carried out concurrently, if need be, with the plans for extension so that there is absolutely no need whatsoever for the work on the Capitol be delayed by having such a study made.

Senator MONTOYA. How much would it cost?

Mr. LETHBRIDGE. Mr. Stratton has offered an amendment to the House bill of $100,000 in 6 months. I personally have some doubts as to whether that amount is sufficient and would suggest an amount of $200,000 would be an outside figure that would cover the cost of that study.

I further believe, sir, that that study would be best carried out—if it is carried out concurrently—would be best carried out under the direction of a department of the Federal Government that is best qualified to carry out such a study; namely, the Park Service, which in its own organization has many people who are highly capable and technically qualified to direct such a study.

If Congress wants a truly impartial alternative, this would offer in my opinion, without any question, a true test of the contention which has been stated many times by the Architect's staff, that restoration really would be favored if it were feasible. We simply have not had that study made.

HOUSE COMMITTEE HEARINGS: PERMANENT SOLUTION BY RESTORATION

Senator MONTOYA. Do you have anything else to say to this point?

Mr. LETHBRIDGE. Only this point, Mr. Chairman, and I will be brief. Our task force and the group which discussed this matter more recently, whose names I have given you, take exception to the statement

that restoration does not provide a permanent solution. I am quoting now from the House record:

> Whatever the form of restoration or the method, it would result in a makeshift job.

This seems to assume that restoration would be carried out incompetently whereas extension would be carried out competently. There is no reason to suppose this would be the case.

Second, that—

> The appearance, if piecemeal repairs are made, would be more objectionable than the present painted surface.

Again I think it assumes that restoration would be carried out incorrectly rather than correctly.

Restoration Cost Estimate

Senator Montoya. What is your guesstimate of the cost of restoration?

Mr. Lethbridge. In my opinion and in the opinion of the gentlemen with whom we conferred last week, a fair estimate of the cost of restoration would be about $10 million.

Senator Montoya. Do you have any quarrel with the range which has been thrown at us——

Mr. Lethbridge. $10 to $50 million?

Senator Montoya. Yes.

Mr. Lethbridge. I certainly do.

Senator Montoya. Will you state why?

Mr. Lethbridge. Because I think it is completely unnecessary to accept such a wide range of cost estimates. It seems to me that the burden of proof in this instance lies upon the Architect of the Capitol rather than the AIA.

Senator Montoya. I tried to develop that yesterday with the Architect of the Capitol. That is why I am asking you now.

Cost-plus basis

It was also stated by the Architect's witnesses yesterday that, if we go into restoration, it would have to go on a cost-plus basis. Do you have anything to say to that?

Mr. Lethbridge. Mr. Chairman, it is possible that certain parts of the work would have to proceed on that basis, because they involve certain unknowns. But I would contend this, that a large part of the work that must go on for the process of restoration must be done in any case even though extension were carried out.

Requisite foundation correction and study for either course of action

I speak now specifically of correcting the foundation problems that exist in the west front to eliminate the unsettlement that seems to have occurred, which has caused vertical cracks up through the lintels of the windows. This is obvious, it has been done.

Now whether extension is carried out or restoration is carried out, one of the first steps that has to be carried out is underpinning or correction of these foundation conditions. Mr. Campioli has testified to

this. I have no quarrel with that. It is in the area that the greatest uncertainties of costs occur.

In any case, I do believe that a thorough study of restoration, just as a thorough study of the problems of extension, would develop a fairly accurate estimate of what the cost would be.

Restoration has gone on throughout this country and abroad on many major buildings and they have not been purely a matter of guesswork insofar as costs are concerned. Certainly some reasonable costs could be given.

EXTENSION PER-SQUARE-FOOT COST

Senator MONTOYA. What do you have to say to the projected cost of the extension on a per square footage basis, namely, that the cost on the basis of $45 million for extension would come out costing on a per square footage basis, $166.59 versus $34.26 per square foot for the Rayburn Building?

Mr. LETHBRIDGE. I think, Mr. Chairman, really it is a question of what must be spent in order to put the Capitol of the United States back into satisfactory condition esthetically and structurally. It could be argued that if $10 million were spent on restoration, you would have an infinite cost per square foot because no square feet would be added. The cost per square foot simply is not the issue at this point.

Senator MONTOYA. You would say that the cost on a per square footage basis is not relevant?

Mr. LETHBRIDGE. I would say that is correct. The amount of money to be spent, if I may say so, Mr. Chairman, is relevant, but I don't think the cost per square foot is.

Senator MONTOYA. Is there anything else?

REFUTATION OF ALLEGATION OF NECESSARY 10-YEAR CLOSING OF WEST SIDE ROOMS FOR RESTORATION PROCEDURE

Mr. LETHBRIDGE. Mr. Hutchinson reminds me that there have been statements made that the rooms on the west side of the Capitol, including perhaps Statuary Hall, would have to be closed to the public and Congress for a period of up to as long as 10 years. We dispute this and feel that it is not so and that a detailed study of the methods and techniques of restoration will point this out.

Senator MONTOYA. Upon what do you base this opinion?

Mr. LETHBRIDGE. Simply that it depends, so far as we can see, largely on the procedures followed, that it may not be necessary to evacuate all sections of the west front while this is going on. Again, the opinion offered by the Architect of the Capitol that 10 years closing of these rooms will be required is, in our opinion, something that is not necessarily so and must be proved before it could be accepted.

Senator MONTOYA. You have no basis to contradict him? You just feel that he has not offered enough proof to justify that conclusion, is that it?

Mr. LETHBRIDGE. We believe that statement is based on insufficient development of facts on the process of restoration.

Senator MONTOYA. Thank you very much, sir. Do you have anything else to add?

Mr LETHBRIDGE. I think not, sir.

Senator MONTOYA. Thank you very much. Thank you, gentlemen.

Opposition to Proposed Extension to West Front of the Capitol Building

STATEMENT OF WILLIAM WILKOFF, PRESIDENT OF THE DISTRICT OF COLUMBIA CHAPTER, AMERICAN INSTITUTE OF INTERIOR DESIGNERS

RESTORATION STUDY AND COMMISSION TO DEVELOP A PROGRAM FOR PRESERVATION

Senator Montoya. Our next witness is Mr. Wilkoff, American Institute of Interior Designers, president of the District of Columbia Chapter.

Mr. Wilkoff. Thank you, Mr. Chairman, for this opportunity to make a statement. It will be brief, I assure you.

We of the District of Columbia Chapter of the American Institute of Interior Designers, representing our national membership of 4,500, strongly oppose the proposed extension to the west front of our Capitol Building.

Therefore, we join with the American Institute of Architects in urging you to appropriate funds for thorough investigation and study of restoration possibilities; and to establish a commission of eminent architects, engineers and historians to develop a long-range program for the preservation of our Capitol Building and grounds.

We are all tax-paying citizens who are proud of our country and its history, which includes the architecture representative of each era. We believe in preserving our great heritage—not destroying it. Who has the right to "ignore both history and common sense?" (Washington Post, Sept. 17, 1969).

It is our sincere opinion that the vast majority of the American public, if aware of this irreparable loss, would be opposed.

Senator Montoya. Thank you very much, sir.

Mr. Wilkoff. Thank you, Mr. Chairman.

Support for Proposed Extension of West Front of the Capitol

CREDENTIALS

STATEMENT OF GILMORE D. CLARKE, LANDSCAPE ARCHITECT

Senator Montoya. We will next take Mr. Gilmore Clarke. Do you want to file your statement for the record and highlight it, sir, or do you prefer to read it?

Mr. Clarke. I prefer to read it, sir, if I may.

Senator Montoya. Fine.

Mr. Clarke. Mr. Chairman, my name is Gilmore D. Clarke. It is a pleasure to come before you in support of the plans that have been prepared for the extension of the west front of the Capitol under the direction of the Architect of the Capitol.

Inasmuch as I am a stranger to you, I shall set forth, as briefly as possible, the credentials that were considered in my appointment in 1956 as the landscape architect member of the Advisory Board of Architects of the U.S. Capitol:

Graduate of Cornell University, 1913, and dean of its College of Architecture, 1937–50.

Member of the National Commission of Fine Arts, 1932 to 1950, and its chairman, 1937–50.

Member of the Smithsonian Art Commission, 1938–68.

Charter member of the Advisory Committee on Art, Department of State, 1957–61; chairman, 1960–61.

Awarded the honorary degree of doctor of humane letters in 1940 by Yale University.

Fellow of the American Society of Landscape Architects since 1926 and its president for 2 years.

Honorary member of the American Institute of Architects since 1940.

Life member of the American Society of Civil Engineers.

I am one of two landscape architects elected to the American Academy of Arts and Letters; Mr. Frederick Law Olmsted, Jr. was the other.

I received two Medals of Honor from the Architectural League of New York, 1931 and 1952.

I have been a member of the Advisory Board of Architects from the date of their appointment in 1956. Accordingly, I have followed closely the preparation of the plans for the completed reconstruction of the east front of the Capitol, as well as the preliminary plans for the reconstruction and extension of the west front. This includes the Advisory Board of Architects' report with recommendations, dated August 1966. I am in complete and enthusiastic accord with the purport of the plans and with the recommendations.

AREAS OUTSIDE BUILDING LINE

As a landscape architect who has practiced his profession continuously in all of its various phases since 1914—except for the war years, 1917–1920, when I served in the Regular Army of the United States both at home and overseas—I shall limit my remarks to those areas of the west front proposal that lie one foot outside of the building lines.

RECOMMENDATIONS FOR EXTENSION BY ARCHITECTS OF THE CAPITOL

Mr. Frederick Law Olmsted, Sr., you have been told, made a drawing back in 1882 that shows the west front extended with a new portico surmounted by a pediment, as proposed by Thomas U. Walter, the Architect of the present House and Senate wings and Capitol dome, and at the time the Architect of the Capitol. You can see, therefore, that the current recommendations of the Architect of the Capitol are not new. They propose to carry out recommendations made by Latrobe, by Bulfinch, by Walter and by Olmsted.

Senator MONTOYA. What do you mean by this? You say that "the current recommendations of the Architect of the Capitol are not new.

They propose to carry out recommendations made by Latrobe, by Bulfinch, by Walter and by Olmsted."

Are you indicating that they recommended that the west end of the Capitol be extended?

Mr. CLARKE. I am, sir, they did, in varying degrees.

Senator MONTOYA. In what fashion was this recommendation made?

Mr. CLARKE. They were made in the form of communications and letters and drawings. The report that the Architect made, dated August 1966, shows in particular a drawing made by Frederick Law Olmsted, Sr., or someone on his staff.

Senator MONTOYA. Could those letters and communications be made available to the committee?

Mr. CLARKE. Yes, sir.

Mr. CAMPIOLI. We can include the photographs that we have of the various studies made.

Senator MONTOYA. By these different individuals?

Mr. CAMPIOLI. Yes, sir.

Senator MONTOYA. Do you have any letters indicating their recommendations?

Mr. CAMPIOLI. Mrs. Thayn of our Office of Research and Reference is here today. Perhaps she could answer that question.

Senator MONTOYA. Could you answer?

Mrs. THAYN. Yes, sir. There is some written information. In the case of Mr. Latrobe and Mr. Bulfinch, I don't know how extensive, but there are some drawings. There is some written information.

Senator MONTOYA. Could you develop this point in the record?

Mr. CAMPIOLI. Yes, sir.

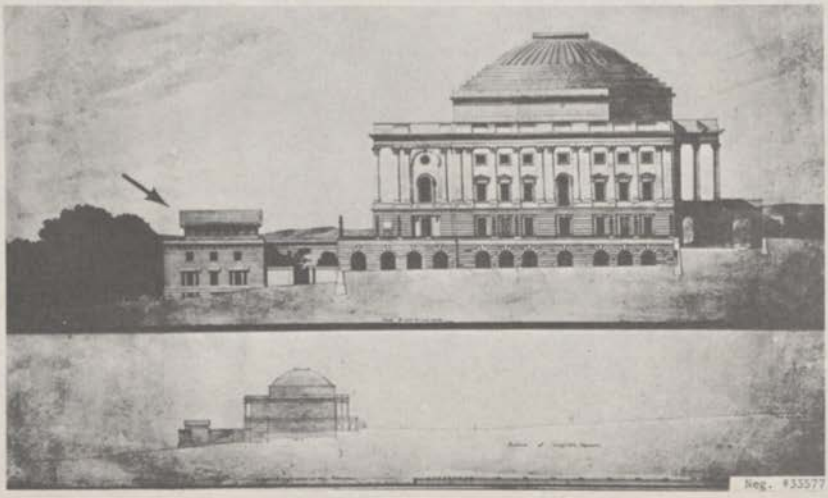
(The drawings and information follows:)

A proposal for a pediment on the West Front and extension of the center building is not a "new" idea conceived by Mr. Stewart. Architects of the Capitol who have preceded him have left documentation of their plans and proposals. In the pictures that follow, the evidence is clear that Benjamin Latrobe, Charles Bulfinch, Thomas U. Walter, Edward Clark and Elliott Woods have advocated extensions and pediments during their individual terms of office.

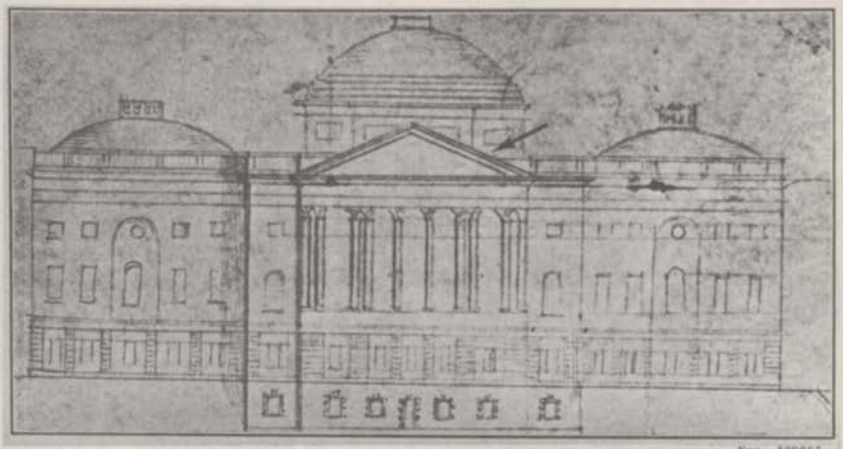
Neg. #33578

This drawing and side view below by Benjamin Latrobe were made in 1811. The Senate and House wings had been completed, but there was no center building or dome. Recognizing that some plan must be architecturally devised to make the Capitol appear firmly anchored, although perched on a sharp declivity, he designed a western extension that included a pediment and a "Grecian Temple" entrance with portico and pediment.

(His successor, Charles Bulfinch, redesigned the western section by extending it further and making the dome a little higher.)



Neg. #33577

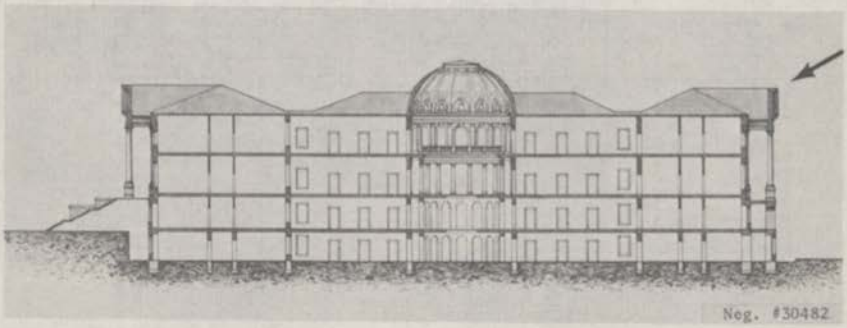


Neg. #29883

1819 SKETCH FROM "CHARLES BULFINCH, ARCHITECT AND CITIZEN", BY CHARLES A. PLACE. PUBLISHED BY HOUGHTON MIFFLIN COMPANY—BOSTON AND NEW YORK, 1925.

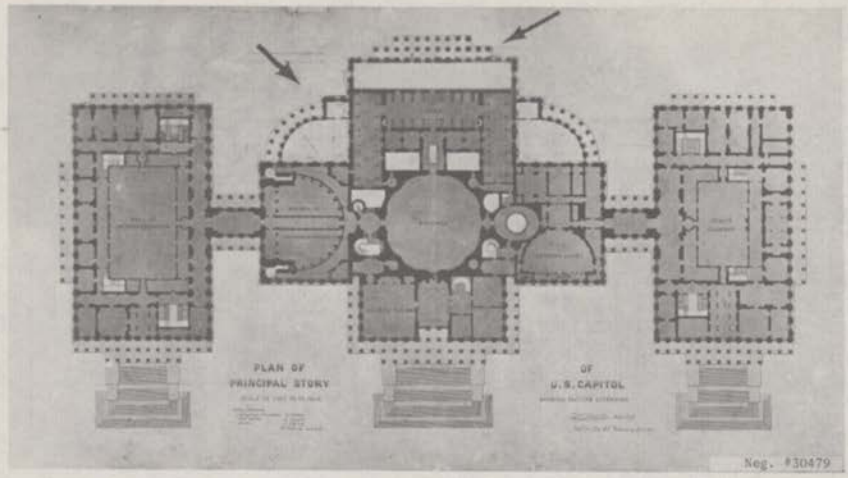
Charles Bulfinch, in 1819, altered Benjamin Latrobe's plan for the West Front, and he also proposed a pediment over the west portico. His biography, *The Life and Letters of Charles Bulfinch*, by his granddaughter states on page 235: "...The general plans of his predecessors were followed, except in the western projection of the centre, which was constructed after a plan of his own. Latrobe designed the Rotunda, but its execution was the work of Bulfinch, after drawings by himself."

The above drawing bears out these facts.

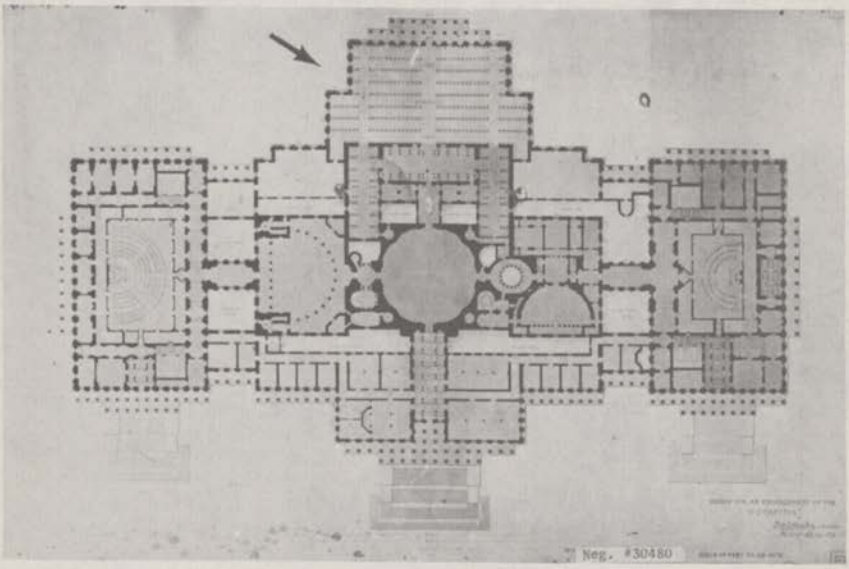


Neg. #30482

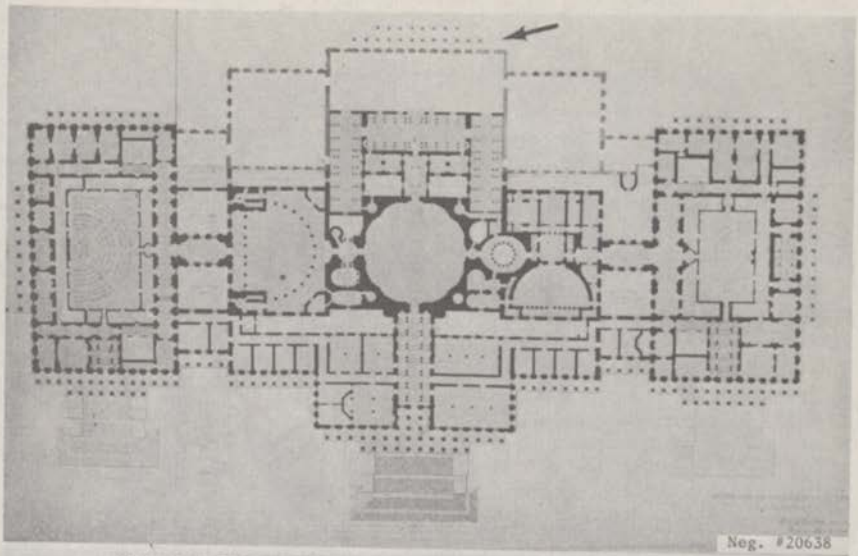
Thomas U. Walter made several drawings for the extension of the Capitol in the 1851 competition. This cross section shows the Capitol extended from east to west and with a west pediment. This plan was drawn before he conceived the idea of a higher dome, but even so a pediment was considered essential for architectural balance.



Thomas U. Walter drew many plans for the western extension of the Capitol and in all of them he proposed an enlarged portico and a pediment. In 1865 at the request of Congress, he suggested solving the space needs of the Library of Congress, then occupying several stories of the center building, by extending the West Front and adding a larger portico.

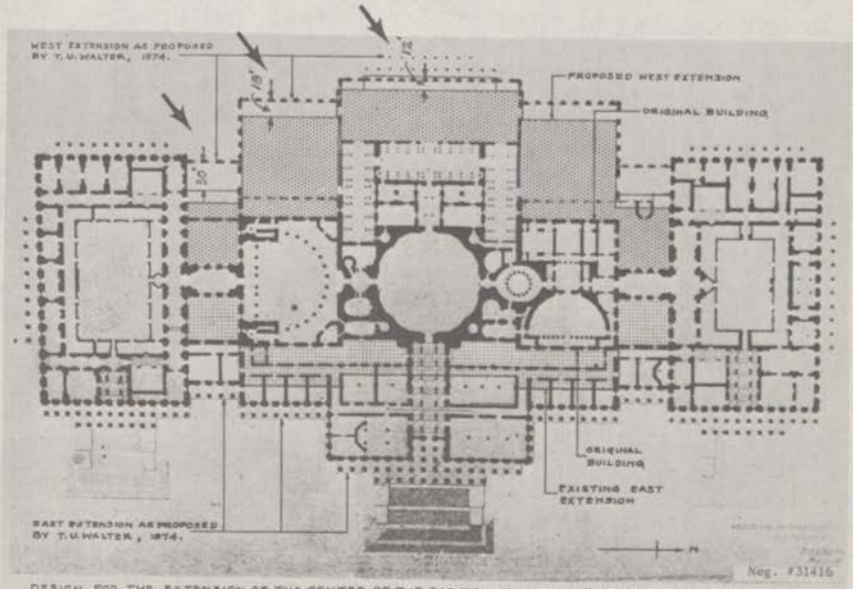


Nine years later, when Thomas U. Walter was no longer Architect of the Capitol, he was asked again to submit plans for an extension to the west. Drawing 30480, dated September 24, 1874, indicates a massive enlargement, greatly exceeding anything since proposed.

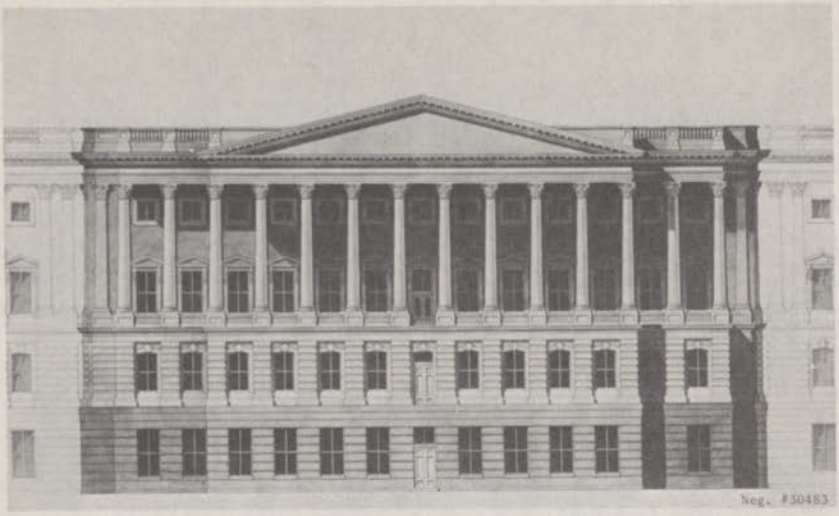


DESIGN FOR THE EXTENSION OF THE CENTER OF THE CAPITOL,
T. U. WALTER, ARCHITECT, 1874.

Another plan proposed in 1874 closely resembles the one now proposed. Photograph 31416 delineates the present building, the Walter proposed extension, and the present proposed extension. The 1874 proposal extends the West Front anywhere from 12'-0" to 30'-0" beyond that now proposed.

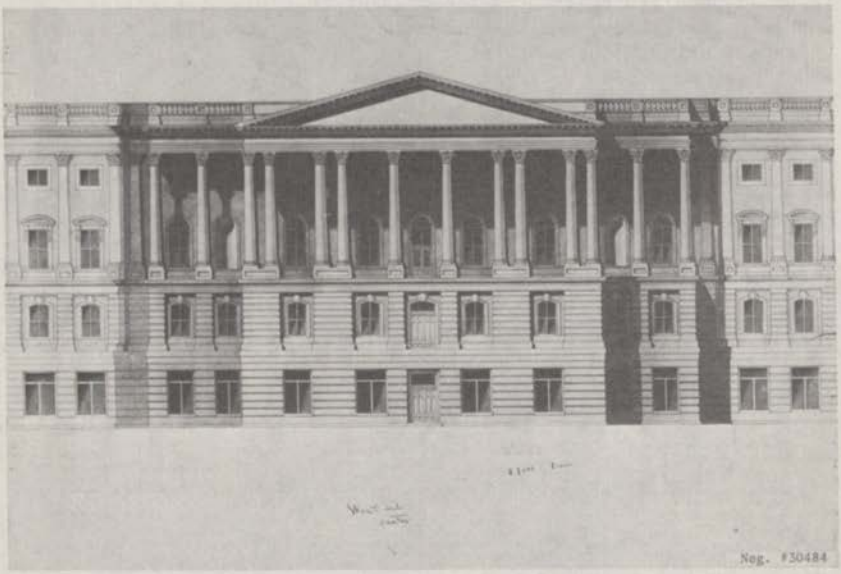


DESIGN FOR THE EXTENSION OF THE CENTER OF THE CAPITOL, T. U. WALTER, ARCHITECT, 1874.



Neg. #30483

These rendered drawings by Thomas U. Walter, made about 1874, indicate two possibilities of enlarged porticoes, column arrangements, and pediments in proportion to the porticoes.



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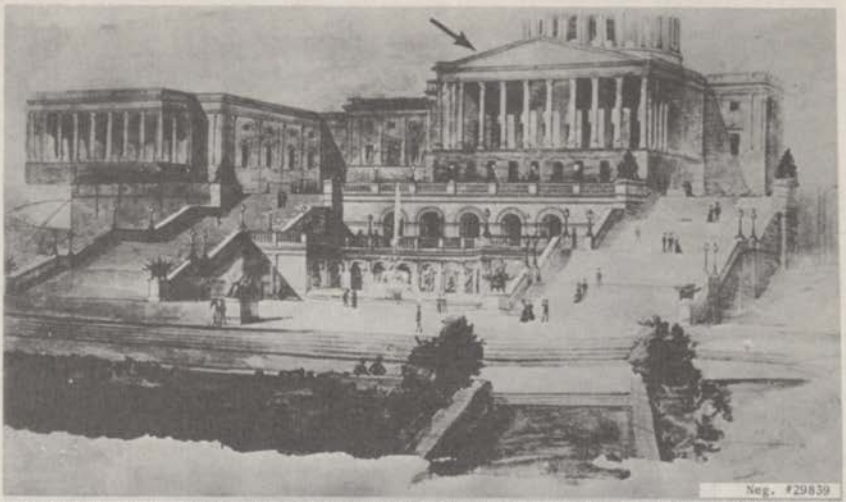


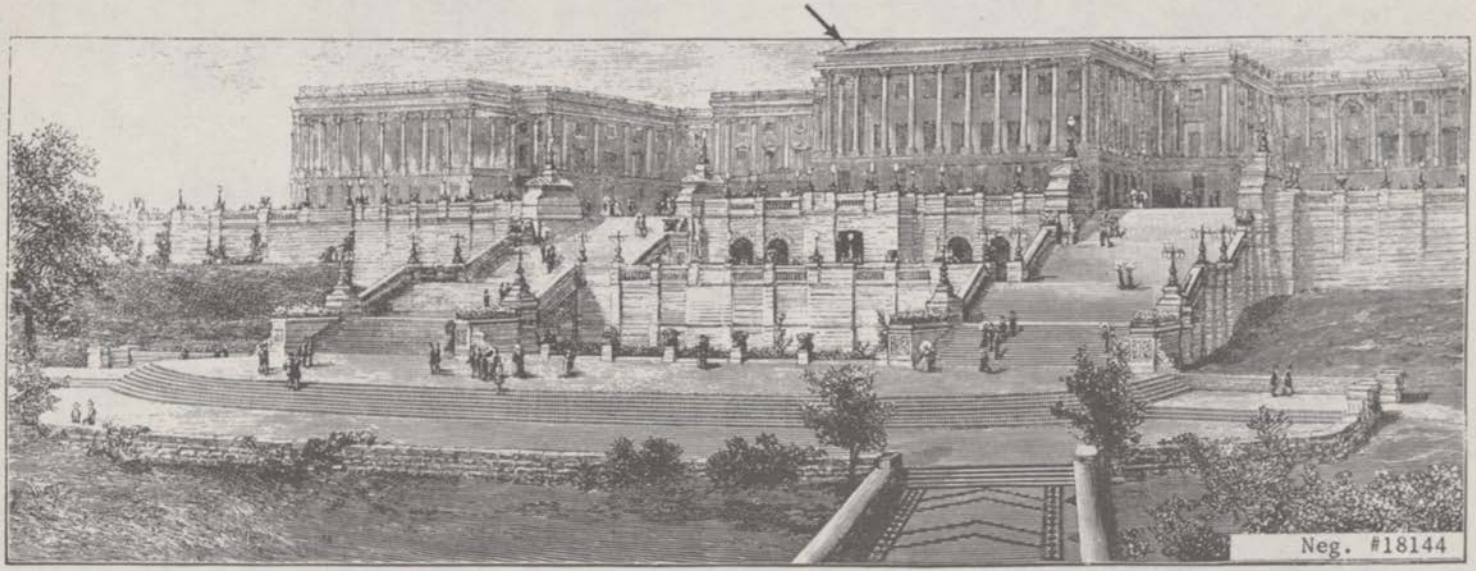
OLMSTED'S DRAWING OF THE TERRACE AT THE WEST FRONT WITH WALTER'S 1874 SUGGESTION FOR A CENTRAL PEDIMENT—1882

So certain was Frederick Law Olmsted the West Front extension and pediment would be forthcoming that in 1874 he conceived and designed his landscaping on that premise. In a letter from his manuscript collection in the Library of Congress he stated: "...the present facade of the old Capitol will eventually be replaced by a wall of marble corresponding in dimension and architectural character to those of the wings..."

OLMSTED'S DRAWING OF THE TERRACE AT THE WEST FRONT WITH CLARK'S SUGGESTION FOR THREE PEDIMENTS—1882

In 1882 when the terraces were proposed, the drawings of that period show the Capitol extended. Edward Clark suggested not only the center pediment but additional pediments over the House and Senate wings.

In his report of July 1, 1889 Clark wrote: "...The importance given to the western front of the Capitol by the construction of this terrace seems to require that the central portion of the building be extended and remodeled, which, when done should be constructed of marble, as are the porticoes of the wings."



THE PROPOSED TERRACE OF THE CAPITOL AT WASHINGTON.—Drawn by Hughson Hawley from the Architect's Plans.

Harper's Weekly carried this drawing in 1885, again demonstrating the extended and enlarged portico and pediment which had been proposed by Thomas U. Walter and promulgated by Edward Clark.

PROPOSALS BY CARRERE AND HASTINGS

Carrere and Hastings during Elliott Woods' term of office, made a study of the west front in 1902 and again in 1921. They advocated a west cellar entrance, three sets of new elevators, a pediment with sculpture "harmonizing with the original pediment on the Senate wing and with the more recent pediment sculpture by Paul Bartlett on the House Wing." The passages were to have marble mosaic floors, marble base, marble walls. "To carry out this work, it is proposed that the cellar foundations should be cut, shored, underpinned and otherwise reconstructed."

In many respects those proposals were more elaborate than the present proposal. In general, the necessity of an entrance way on the west terrace level and the addition of a pediment with sculpture are similar ideas which are proposed today and they are not "new" with Mr. Stewart.

FREDERICK LAW OLMSTED'S DRAWING OF THE TERRACE WITH WALTER'S SUGGESTION FOR A CENTRAL PEDIMENT

Senator MONTOYA. Sir, will you allude a little more in detail to these drawings and these recommendations?

Mr. CLARKE. I brought the report of the Architect of the Capitol with me. They are stated in the report. On page 15 of the Report and Recommendations on the extension of the Capitol, volume III, dated August 1966, you will find a photograph of a drawing at the bottom of that page and it says next to it in quotes, "Olmsted's drawing of the terrace of the west front with Walter's suggestion for a central pediment, dated 1882."

Senator MONTOYA. What does that mean? Does that mean an extension of the west front of the Capitol?

Mr. CLARKE. An extension of the west front of the Capitol.

Senator MONTOYA. Of the magnitude contemplated here?

Mr. CLARKE. No, sir, I would expect not in this particular study, although he made various other studies of even greater magnitude. It added a pediment and changed the intercolumniation of the columns, rearrangement of the columns on the west front.

Senator MONTOYA. It did not contemplate any more space, did it?

Mr. CLARKE. There is a drawing which did contemplate more space, however, this drawing did not extend the Capitol as now proposed.

Senator MONTOYA. Then your statement that the current recommendations of the Architect are not new and that they propose to carry out the recommendations made by Latrobe, by Bulfinch and by Walter and by Olmsted—this statement was not intended to imply that they had endorsed an extension of the Capitol of the magnitude contemplated today?

Mr. CLARKE. That is right. Walter and Olmsted did propose even greater extensions, but not Latrobe and Bulfinch.

WEST FRONT REVISION

Senator MONTOYA. I just wanted to clear that point.

Mr. CLARKE. Walter's and Olmsted's plans did contemplate the revision of the west front to make it more compatible with the dome that was added in 1865, and the original portico which is there now and which was there from the original building designed when the dome was a flat dome. Recommendations of Latrobe and Bulfinch were made prior to the present Senate and House wings and dome.

Senator MONTOYA. And the building was not as extended?

Mr. CLARKE. And the building was not as extended. This is an esthetic matter rather than a practical matter of adding space.

PEDIMENT

Senator MONTOYA. What do you mean by a pediment?

Mr. CLARKE. The roof line of the present Capitol, goes across flat. The pediment is that triangular form above it as in the east front.

SUPPORT OF PLANS AND RECOMMENDATIONS FOR EXTENSION

I am thoroughly familiar with the plans and recommendations that have been prepared for the extension of the west front and, respecting in particular, the proposed scheme for the exterior, including the layout of the terraces, the arrangement of the two flights of steps in relation to the building, the placement of the drives between the main circulatory roads on the Capitol Grounds with the subbasement level to afford adequate service to the building. I support these proposals in the plans wholeheartedly and without reservation.

I should add that the new drives will be carefully fitted into the topography so as to be partially hidden from view. They will also be screened effectively by existing and by additional trees. Other than these few modifications of the central terrace near the Capitol and the introduction of two narrow drives, the work of Mr. Frederick Law Olmsted will remain unchanged.

I am confident if he were alive today that he would applaud these changes. I say that because someone reported he would be turning over in his grave.

The two depressed courts each side of the west central element of the Capitol, now exceedingly unsightly and thoroughly useless spaces, will be eliminated.

The two new flights of steps will be in better relation to the Capitol, centering upon the old wings of the west central front. The terraces will be as adequate and, in my opinion, more monumentally magnificent than they are now.

Gentlemen, the time is short. This great improvement should be done now while there are architects available who have a full knowl-

edge of classic monumental architecture. As a former educator in the field of architecture, I can attest to the fact that those who have graduated from our schools of architecture within the past two decades are not trained to produce the plans for the reconstruction and extension of a great and distinguished monument such as this, the Capitol of the United States.

Senator MONTOYA. Mr. Clarke, your testimony impresses me very much. I know you speak with great sincerity and great dedication.

RELATION OF CENTRAL ELEMENT OF CAPITOL TO DOME

Now something that we have just touched upon slightly, but not developed properly, has been the original face of the Capitol on the west side and how it related to the development which has taken place. Now is it in proper symmetry or harmony or should something have been done to correlate it?

Mr. CLARKE. I am firmly of the opinion and I have been for many, many years because I came to Washington first as a member of the Commission on Fine Arts in 1932 and I have seen the Capitol, I have been here, I have discussed many of the problems with the former Architect of the Capitol, and I have always felt that the old facade of the central element of the Capitol is entirely out of scale with the Dome.

THOMAS U. WALTER DOME

To my mind, and it has not been brought up so far this morning, it is an esthetic matter as well as a matter of space. I think that to repair the present elevation without restudying it to bring it into scale with the dome, the Thomas U. Walter dome, that was put there in 1865, or finished about 1865, would be a very great mistake, because anyone who has any sensitivity at all in the area of esthetics would know that that elevation is completely out of scale with the cast iron dome and it needs a much stronger element of architecture to support it visually, whether you extend it or whether you do not extend it.

Senator MONTOYA. Thank you very much, sir.

Mr. CLARKE. I might say that I may have gotten a little out of my professional area. On the other hand, I have lived with architects for 40 years and I know something about it.

Senator MONTOYA. Your credentials indicate that you have covered a vast landscape.

STATEMENT OF HON. FRED SCHWENGEL, U.S. REPRESENTATIVE FROM IOWA

Senator MONTOYA. Congressman Fred Schwengel. We called on you awhile ago but you were gone.

You are certainly welcome before this committee, Congressman Schwengel.

WITNESS BACKGROUND AS HISTORICAL TRADITIONALIST

Representative SCHWENGEL. If you will pardon me, I will not sit.

Senator MONTOYA. You may speak as you wish.

Representative SCHWENGEL. I want to begin by saying this, Mr. Chairman. I speak first as a citizen with more than common interest in the history of my country. So, I am a traditionalist, too.

Senator MONTOYA. Would you state your background with respect to the Capitol and to the history of our country. I think it belongs in this record.

Representative SCHWENGEL. Yes, I will be very glad to.

I was a former teacher. I served in the Iowa Legislature. I have always been active in historical societies of all kinds. I have always been interested in American history. When I came here, I began to realize more every day that I truly was serving in a place that the first President who spoke here, John Adams, said was "the temple of liberty for us and the world." Those are his words.

After meeting with a number of people and noting that nothing had been done to publish items about the Capitol that could be acquired by students, especially who visited here, I organized with the help of others the U.S. Capitol Historical Society. We published a book called "We, the People," that soon will have sold 2 million copies. This is not supported by the taxpayers in any way. We have small profits that we plow back into the Capitol in various ways. As president of the U.S. Capitol Historical Society and as a historian, as my interest developed in the Capitol, I started exploring the building and I suppose I have been in more different parts of the Capitol than any other Member of Congress. So, I have been around, so to speak.

ORIGINAL OPPOSITION TO EAST FRONT EXTENSION AND POSITION REVERSAL AFTER RESEARCH

Now, as a traditionalist when I came here, I opposed the east front extension. I thought it was wrong, I thought we would be doing violence to tradition. Then I did research to support the bill I introduced to block it. The more I researched, the more I realized how wrong I was. I, too, was mad at Stewart and others.

Senator MONTOYA. Is that a tradition?

Representative SCHWENGEL. Yes, yes; it is tradition to be mad at architects. Others have had that same experience. But the more I researched, the more I realized how wrong I was on the east front. So, when I talked to my colleague, Ben Jensen, who many of you know, about this, he said, "Be big enough to go down in the well and say so," which I did. So I supported extension.

1904 WEST FRONT CONSIDERATION

Of course, this exploration took me to the west front. I found out this amazing thing. This is not the first time the west front discussion has been before the Congress. They started this in 1874. Again in 1904 Congress even authorized and engaged a sculptor to do a set of doors, for a western extension. They are very fine doors and they have been stored away all these years.

PAST CAPITOL CHANGES

So, I want to say this about change. Status quo has not been the tradition of this Capitol. We first had a little box of a place, no more

impressive than the courthouse from your home county if you come from a small county. It was in this place that John Adams spoke and said how fortunate we are that we have a permanent Capitol now. The Capitol had been in eight different places—and he declared this to be the temple of liberty for ourselves and for the world, and that is what it has been.

Now, if I may divert—and you have to forgive me for getting emotional about this because I have studied this place, I have become acquainted with what has happened here. I say to you, my colleagues, that more has happened in the shadow of the dome of our Capitol to bring the biblical promise of an abundant life to a people than has happened anywhere else in all of history. This can be proved.

So, this makes this an important place. This is the reason that people come here by the millions. Do you realize that more people visit this Capitol of ours from all over the world than visit any other capitol. Here they catch, as the foreigner has said, something of the spirit that burned in the hearts of those who built this institution we call America.

House and Senate Wings and Dome Replacement

Now on change. When we had the extension for the present House and Senate, there was a lot of debate in the Congress and the public about this at that time. We are being pretty wasteful, many of the colleagues said. But we built it. When we built those wings, we saw the low dome was out of proportion. So, then they came along, the Architect, and he was cussed like Stewart has been, for suggesting the kind of dome we now have.

It was built. Read the record and see what they said about the uselessness of this dome and how it was too big, how it was out of proportion. Everything was wrong.

No one would take that dome off today.

Change From Gas to Electric Lighting

Recall the discussion of electric lights. It was then all gas. There was a debate about getting gas in. It was done by ruse. The gas people did quite a job promoting their interest. It turned out all right because that was the best they had. Electricity came along. Read the record and see what they said about this new fad, "It is dangerous." "What is wrong with gas light anyhow?"

Now I say this: The people who voted to let us have electric lights look better in the light of experience, do they not?

West Front Extension Support

Members of the committee and my good friends, and I respect these people who are opposing this, they are doing a service because they are making us probe and making us be sure. I have studied every report that I can get hold of. I say to you this is necessary. Any new study I predict would come up with the same suggestion that has been offered by the architects and engineers today who I understand, all who have been engaged, are members of AIA. Now, AIA has not always been right. They have some inconsistencies. I would like to have permission to revise and extend and some of those will be in the record.

(The information follows:)

[From the Washington Post, Saturday, May 20, 1967, p. B8]

In a critique of the proposed AIA headquarters which would surround and destroy the beauty of the historic Octagon House, Wolf von Eckardt, emphasizes one of these inconsistencies of the AIA viewpoint.

"It is therefore heartening that the architects reaffirmed their well-reasoned committee report which says that the Capitol's West Front ought to be repaired and left alone. *But what is good for the Capitol ought to be good for the Octagon. You either believe in historic perservation or you don't.*" [Italics mine.]

In a letter from John Harbeson under date of September 17, 1969, he stated:

"In the Hearings it was stated (p. 50) that the cost of restoration 'could exceed the cost of the proposed extension'. From the restoration work that has been done on the Independence Hall group here by the National Park Service, and our own restoration of Carpenters' Hall the costs of restoration of the Capitol * * * would unquestionably exceed the cost of the proposed extension."

It seems the AIA has never conceded that the problems and costs faced in restoration of the Capitol are different from any other building. The fact it is supported by a series of arches and inverted arches made of bricks held together with dry mortar preclude restoration normally possible in other buildings of the same vintage or older.

HOUSE DEBATE

I listened avidly on the House floor and I call your attention to the debate in the House. That was one of the finest debate sessions I have ever seen in the history of the Congress. It demonstrated something that thrilled me. That is, Members of Congress were there huddled around listening to the debate. The two Andrews of the Appropriations Committee, one George and one Mark, Democrat and Republican, worked together and they presented a story. They did their homework. Then there was another fellow, from Illinois, who, like myself, was originally against it. He took the floor there, he is on the Appropriations Committee. Read his testimony.

BACKGROUND OF MR. CAMPIOLI

Let us get back to the Capitol. Campioli is a member of AIA. He is a restorationist. Look at the record at Williamsburg. But that called for restoration; this calls for what the committee is asking for. So, I urge this committee to act now and let us not postpone longer this extension.

EXTENSION FACILITY ADVANTAGES

It is needed because the Capitol will become more accessible. Just try, yourself, to visit the Capitol and see how inaccessible it is. Supposing you have a bad heart. You belong among the thousands of elderly citizens that come today. You have to hunt around for an elevator. When this extension is in you are going to have an escalator. They will be able to drive right up so that you can get right off under this wonderful arrangement they have here for approach on the west front.

Incidentally, I would like to remind ourselves of this. We have a Capitol that has no back doors. Did you ever think of that? It has an east front and a west front, a wonderful thing. It is the most open capitol. On the west it does not look very well. We deserve a better scene for the people when they come and most of them are coming, or will be in the years ahead, from the west front and most people will see the Capitol from the west front. I say it needs to be more acces-

sible, needs to be more available to visitors. They come into the rotunda there, never designed for a reception center, but if you have an extension, you are going to have a reception center, an adequate one. You will have an auditorium, hopefully, where student groups can come. They can ask questions while they are there. They can see a brief 15 or 20 minute film. The Historical Society has already written a script for the visitors center at the Union Station to prepare the people like they do at Williamsburg to visit and help them catch something of "the spirit," and this is a Nehru quotation in the Capitol—"That burned in the hearts of patriots that built this country."

I say to you a young man or any man that understands the history and heritage of our country is not going to do the horrible things that you see happening on our campuses and throughout America. It was Carl Sandburg who said that whenever a people forget their history or their heritage, they are beginning to decay. There are evidences of decay in America.

I haven't plead reasonably but I have plead with sincerity and conviction that we ought to do this and we do it now. There is no holier temple for freedom in the world than this place.

EFFECT OF ADDITIONAL STUDY

I respect these people from AIA. They are great people. They have a viewpoint. But I say to you gentlemen research and study will come to the same conclusion that fellow members of your organization have come to. I am convinced of that.

Thank you.

Senator MONTOYA. Thank you very much, Congressman. You have been very eloquent and very forceful.

Representative SCHWENGEL. May I have unanimous consent to revise and extend?

Senator MONTOYA. Yes, if you will submit it in a few days before we close the record.

Representative SCHWENGEL. Yes, sir.

(The information follows:)

Public Law 90–264 (March 12, 1968) established a visitors center in Union Station. My honorable colleague William Stratton and others have questioned why, with this new visitors center must we have one in the Capitol? May I draw attention that this same public law under Title III requires by law that there be adequate space and facilities in the Capitol and that a visitors center be established.

"Public Law 90–264

"90th Congress, H.R. 12603

"March 12, 1968

"AN ACT To supplement the purposes of the Public Buildings Act of 1959 (73 Stat. 479), by authorizing agreements and leases with respect to certain properties in the District of Columbia, for the purpose of a national visitor center, and for other purposes

"*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That this Act may be cited as the "National Visitor Center Facilities Act of 1968."

* * * * * * *

"TITLE III—CAPITOL VISITOR CENTER

"SEC. 301. Notwithstanding any other provision of law, the Architect of the Capitol, in consultation with the House Office Building Commission and the

Senate Office Building Commission, is hereby authorized and directed to provide adequate space and facilities in the Capitol Building for an educational and informational center and information and distribution stations to afford visitors to the Capitol Building an opportunity to acquire (1) information relative to Congressional offices, (2) assistance relative to their visit to the Capitol, (3) pamphlets, books, drawings, slides and photographs, and related materials, and (4) information about the Capital and history of the Capitol Building and past and present Congresses. All materials distributed by such educational and informational center and such stations shall first be approved by the Architect of the Capitol, after consultation with the House Committee on House Administration, the Senate Committee on Rules and Administration, the United States Capitol Historical Society, and such other educational and historical groups as the Architect of the Capitol deems appropriate. The Architect of the Capitol is hereby authorized to enter into such agreements as may be reasonably necessary to operate such educational and informational center and stations.

"Approved March 12, 1968."

Mr. Chairman, again I say, the Capitol Historical Society is performing by law a service and a function to visitors from all over the world to tell the story of our Capitol and its freedom loving founders.

ARCHITECT OF THE CAPITOL,
Washington, D.C. September 18, 1969.

Memorandum.

To: Hon. Fred Schwengel.

In answer to your telephone inquiry of yesterday regarding a comparison of the square foot cost of the Rayburn House Office Building and the proposed Extension of the United States Capitol, I wish to state that these projects are not comparable for the following reasons:

1. The Extension project is in the nature of an alteration project with most complex structural problems. It cannot be compared to a new building in cost.

2. The Extension will provide considerable subsurface and above grade structural support construction in an effort to bolster the present deteriorated west wall. Nothing of this nature was involved in the Rayburn Building.

3. The old West Front wall will have to be underpinned which, of course, contributes nothing towards square foot area but does contribute towards the cost. None of this kind of work was involved in the Rayburn Building.

4. The central section of the terrace will have to be dismantled in order to provide the adequate subgrade support for the old west walls, and in order to be able to erect the Extension. This, in effect, requires the cost of careful demolition and reconstruction of an area of the building which now exists. Such a condition did not exist at the Rayburn Building.

5. The story heights in the Capitol exceed in general the story heights in the Rayburn Building. This has the effect of increasing the square foot cost in the Extension project, and decreasing the square foot area that might otherwise be obtained with more stories in the same height of building. (In such instances comparisons would be more equitable on a cubage basis.)

6. The gross area of the Rayburn Building was 2,375,000 square feet; of which 1,100,000 square feet was for garage space. The latter being space not finished comparably to the upper stories, has the effect of reducing the overall square foot cost. In the Extension project, there will be a small percentage of so-called unfinished space, located principally in the small subbasement area and parts of the attic.

7. The architecture of the Capitol is much more ornate than that of the Rayburn building and the cubic stock of stonework will be greater in the Extension project in that the stonework will be part of the bearing walls in lieu of part of nonbearing curtain walls as at the Rayburn Building. The bearing wall construction is necessary in order to match the existing building construction so as to maintain the same expansion and contraction conditions.

8. Provision will have to be made for relocation of underground utilities of various kinds in the Extension project which does not add to the square foot area but does add to the cost.

9. Provision will have to be made for the relocation of personnel in the terrace area by constructing temporary structures off the Northwest and the Southwest corners of the terraces, which was not the situation at the Rayburn Building.

10. There will be some alteration costs necessary where the new extension adjoins and connects into existing areas. This condition did not exist at the Rayburn Building, and does not add to square foot area.

11. The cost of construction of the Rayburn Building which was built between 1957–1964 was approximately $30 per square foot. The cost of construction of the Extension project, based on the Associate Architects' estimate of 1966 will be approximately $100 per square foot.

12. There has been an escalation of construction costs of 17% from the time the Rayburn Building was built to the time of the 1966 estimate of the Extension project. There has been an additional escalation up to the present of 28% which includes the construction period to 1973. (See attachment).

MARIO E. CAMPIOLI,
Assistant Architect of the Capitol.

	Extension project	Rayburn Building project
Gross square feet	269,528	2,375,000
Total cubic feet	5,537,940	35,266,000
1966 estimate:		
Construction cost	$27,116,000	[1] $71,229,164
Square foot	100.51	30.12
Cubic foot	4.89	2.01
Project cost	$34,937,100	$87,670,954
Square foot	125.91	36.78
Cubic foot	6.31	2.47
1969 estimate:		
Construction cost	$34,719,000	[2] $121,090,000
Square foot	128.81	51.20
Cubic foot	6.27	3.41
Project cost	$44,791,000	$140,041,000
Square foot	168.32	62.53
Cubic foot	8.09	4.20

[1] Add 17 percent to these figures to escalate costs to 1966.
[2] Escalated to provide comparison to 1969 extension project.

[From ARA, November 1968]

DEATH IN THE UNITED STATES CAPITOL

(By Wilfred J. Gregson, FARA)

Two years ago at a Congressional hearing on the West Front of the Capitol, I called attention to the number of dangerous conditions that existed in the Capitol. The one that caused immediate attention and action was the dangerously overloaded attic floor. After the hearing a reporter from the Washington Post asked if the attic overload was as serious as I had testified. I assured her it was. Here is the story as it appeared and subsequently received national and international coverage.

CAPITOL ATTIC IS OVERLOADED

Washington Post News Service,
Washington, August 8, 1966

"An architect has told a House subcommittee that the attic of the Capitol building is so overloaded with old files that it could collapse.

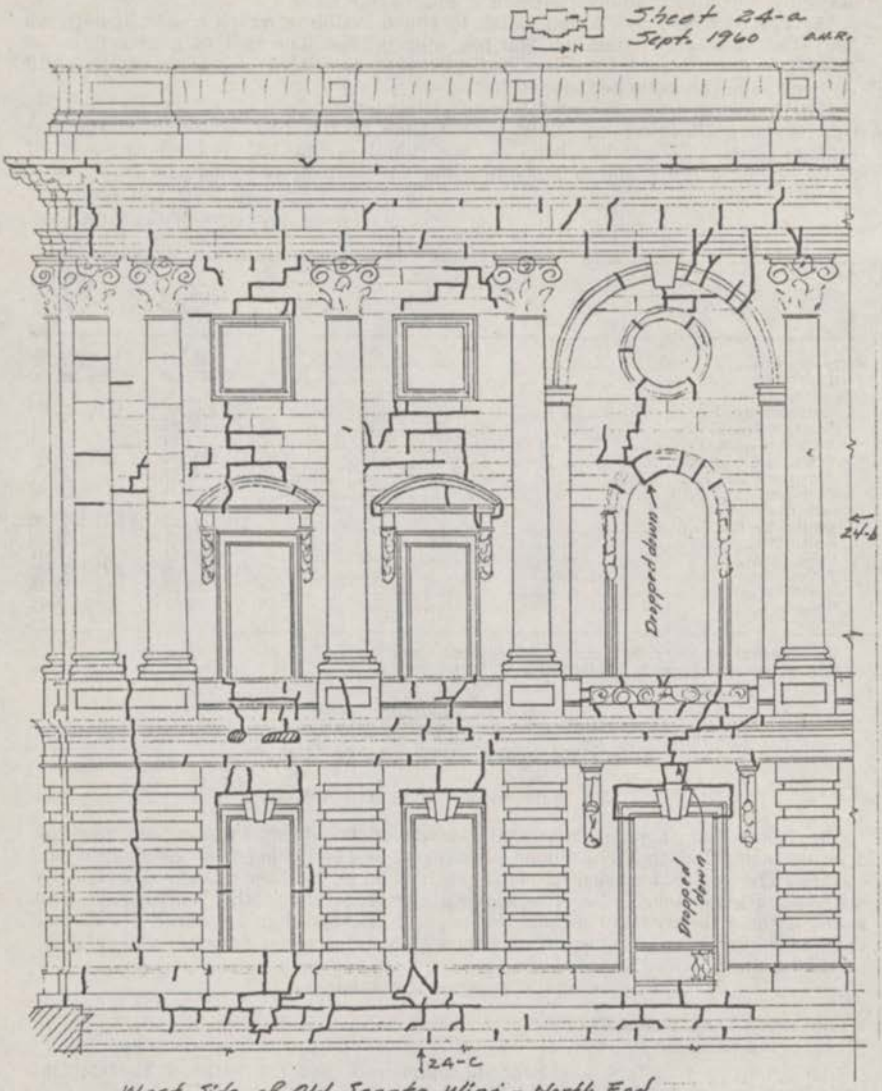
"A Sword of Damocles is hanging over the building," Wilfred J. Gregson of Atlanta declared. "A national tragedy could occur."

Questioned later, Gregson, Founder of the Society of American Registered Architects, said the attic was never meant for storage and should not be used for that purpose.

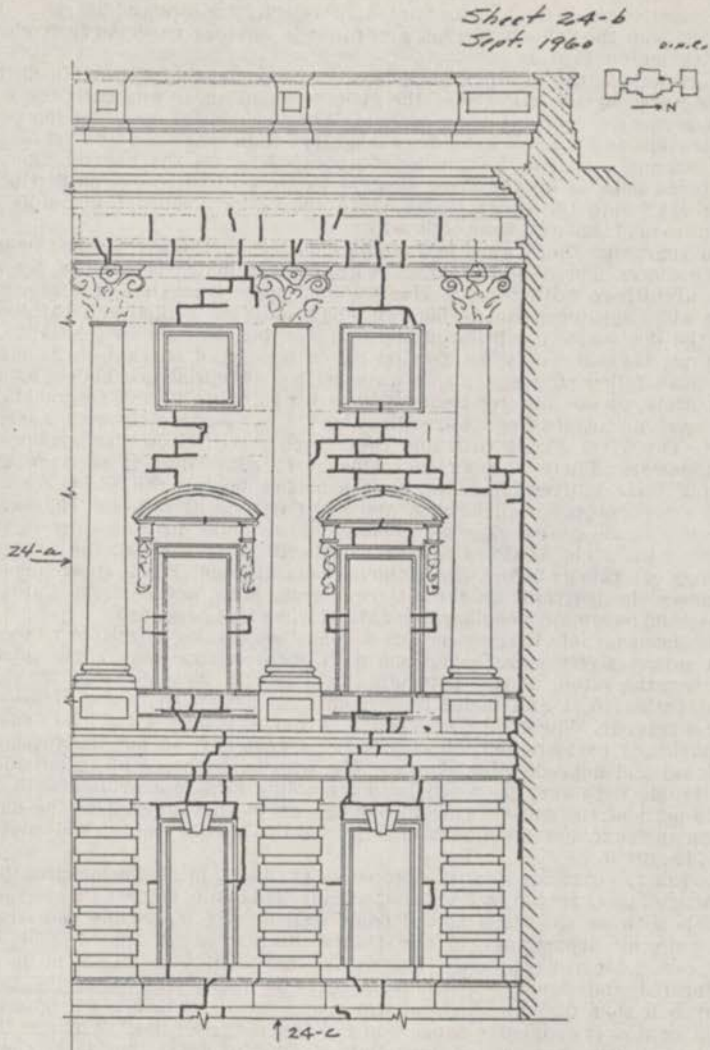
"There are stacks and stacks of paper and stacks between the stacks," he said. "Boxes are piled two and three feet above the file cabinets overloading the floors and creating a fire hazard."

The dangerous condition of the attic was confirmed by assistant Capitol architect, Mario E. Campioli.

"I am amazed," he said, "that the building continues to be able to support the tremendous load."



West Side of Old Senate Wing - North End.
Painted over Sandstone



West Side of Old Senate Wing - South End
Painted over Sandstone

Gregson appeared before the special House labor subcommittee in support of the proposal by Capitol Architect J. George Stewart to buttress the old walls of the Capitol by extending and rebuilding the West Front.

The blast of publicity had its immediate effect. The files and stacks of papers were removed the following week according to another news service release by the Washington Post.

Unfortunately, the other remarks made at the hearing appear to have been overshadowed by the urgency of the attic overloading, in any case, the remaining, hazardous conditions were ignored. They still exist in a further state of deterioration and a more hazardous condition than was true two years ago.

For example, August, 1966, when I appeared before the hearing there were two shores holding up the West Central Front wall of the Capitol which had bulged 4½" into the court. Three more shores have since been added in an attempt to hold this wall from collapsing.

Two years ago there were two shores holding up the architrave; now there are five shores. Three additional shores have been added because of the danger of the architrave falling down. Hundreds of great fractures have appeared in lintels, sills, keystones and walls which have now been filled and painted. This hides the deplorable condition of the building, but has not corrected it. In the meantime, the old sandstone portico has deteriorated so that large pieces of stone have fallen off the exterior walls with a potential death dealing threat. Fortunately, no one has yet been killed or hit by these falling fragments.

As most architects are aware, the Capitol is constructed with a series of arches. The West Front restrains these arches with iron ties anchored into the stonework. There is sufficient evidence to show that these have slipped, reducing their buttressing effect on the arches behind the West Wall. Some of these arches, once semicircular, are now flattened at the top. They are composed of a single course of brick or stone and in many instances are filled with sand over the arch. At times this sand falls like rain through the brick joints. How long can this go before one of the arches collapses? When an arch collapses, it removes the restraint on the adjacent arch. How much of the Capitol will collapse and how many people will get killed when this happens?

It is inconceivable that so serious a condition can be permitted to exist and to get progressively more hazardous with each passing day. There is no way to project the extent of this impending catastrophe. As architects, we can only call attention to it and insist that immediate action be taken to prevent so awful a tragedy. When the West Central Front wall bulges 4½" into the court, it is obviously overstressed. Shoring it to prevent it from bulging further adds additional and unpredictable stresses. The wall is composed of an outside layer of limestone with very poor, soft and crumbling lime mortar joints, the inside wall is built of the same material, but has not been subjected to the daily expansion and contraction action resulting from the heat of the sun followed by the cold of the night.

Between the exterior and interior walls of the Capitol, the original builders had dumped loose rubble rock without mortar. This adds neither tie nor restraint, but falls between the walls as the front wall bulges, increasing the stresses.

No building department in the United States would approve the Capitol today, even as it was originally constructed, and would condemn it in its present deteriorated and dangerous condition, barring the public from the building.

Why is it then that hundreds of legislators can exist in blissful ignorance in a building that is eminently dangerous and fast deteriorating? Why are they not disturbed by the prospects of immediate and awful death that faces them?

Something must be done and immediately to avert the most awful tragedy that this country has ever seen. It can be done by the united voice of architects who, as a group, are dedicated to see that all buildings are safe and free from hazardous conditions.

J. George Stewart, Architect of the Capitol, has the responsibility of maintaining the building in a safe condition, yet his recommendations and warnings have been ignored. He knows, as does his assistant Mario E. Campioli, and every other engineer and architect who has studied the problem, that the best way to protect the West Front of the Capitol is by enclosing it so that the existing stone work maintains the same temperature on both sides and is no longer subjected to the deteriorating effects of daily expansion and contraction and the effects of winter freezings.

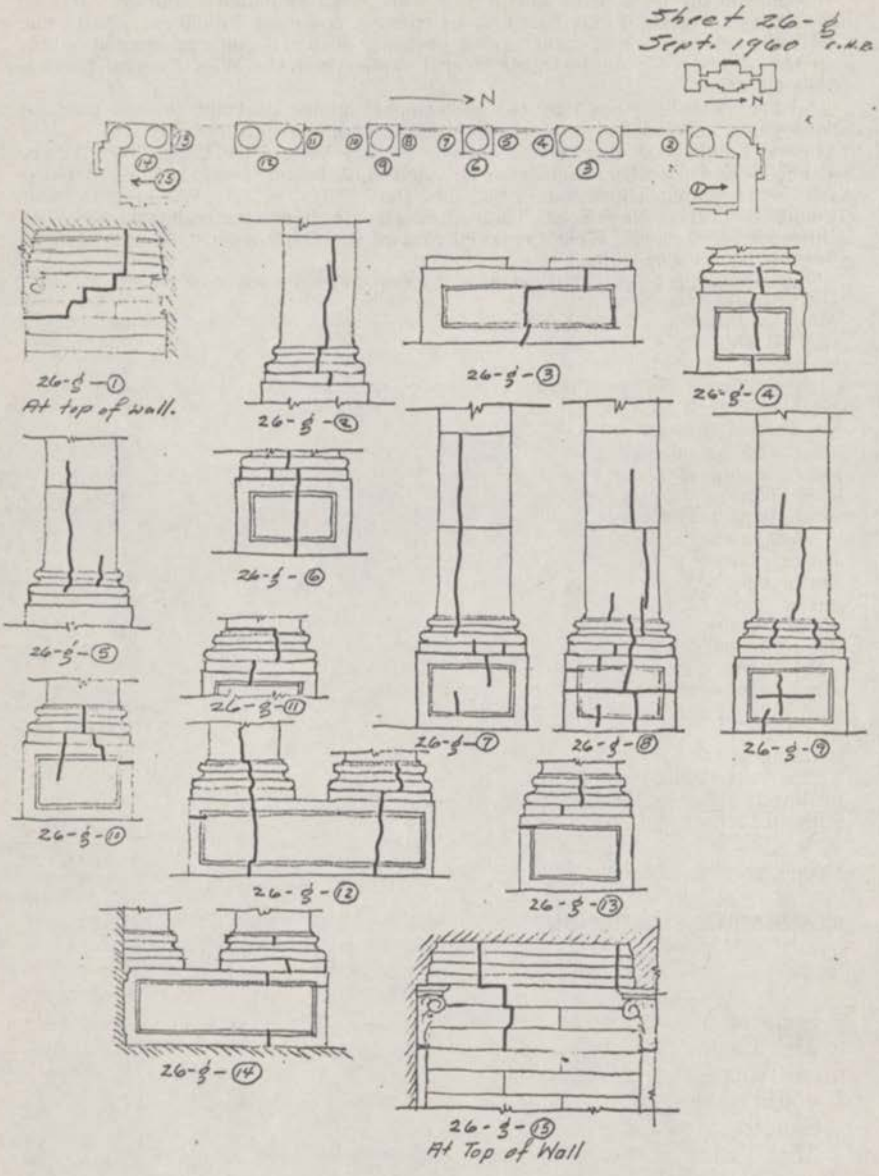
Thompson and Lichtner, consulting engineers, made the same recommendation in their 1964 report.

"Retention of the wall as an interior wall of an extended building is recommended as the least hazardous and as causing the least interference with the occupancy of the present structure. A properly designed and constructed extension would also provide desirable lateral support for the West Central portion of the Capitol."

The architects employed by the Government under contract for the purpose of analyzing the complex problems and recommending a solution are:

Roscoe Dewitt, Dallas, Texas; Alfred Easton Poor, New York City; Albert Swanke New York City; and Jesse M. Shelton, Atlanta, Georgia. The Advisory Architects are John Harbeson, Phila., Pa.; Paul Thiry, Seattle, Washington; and Gilmore D. Clarke, New York. Their summation and recommendations are: "It is inescapable that the West Central Front of the Capitol must be extended to preserve the exterior walls."

(The schematic on p. 734 illustrates the cracks in the columns.)


Sheet 26-5
Sept. 1960
N
26-5-1
At top of wall.
26-5-2
26-5-3
26-5-4
26-5-5
26-5-6
26-5-7
26-5-8
26-5-9
26-5-10
26-5-11
26-5-12
26-5-13
26-5-14
26-5-15
At Top of Wall

The same action was taken to protect the East Front wall of the Capitol many years ago. In this way, the original East Front wall has been protected for all times. It has been preserved, and significant features of it are seen by thousands of visitors who go to the U.S. Capitol every day. Surely there is nothing wrong with the same treatment to protect the West Front?

Why, then, the outburst of indignation and opposing articles and editorials that suddenly appeared?

Check around and you will find that the public was given the impression that a "modern" front was being planned. It was misunderstood that all that was necessary and recommended was to protect the existing West Front wall by building in front of it a structure with essentially the same architectural appearance. In no way was it planned to change the style of architecture. The misunderstanding, which was widespread, came about because one report mentioned modern techniques of "design" when it should have said of "structural design."

The years of work and recommendations of the architects employed by the Government were ignored as the ranks of misinformed and uninformed swelled. Many architects joined in support of the uninformed. At an architect's convention in Denver, Colorado, they denounced their own members and their years of work.

Paul Thiry complained bitterly about the unethical treatment he and his associates received from his peers, who were in no way familiar with the project, yet rushed through a motion of condemnation in time to reach the press deadline. The sound, well-studied recommendations of respected architects of unquestionable renown was stalled by emotional actions.

Shall we, as architects, let it continue to be a windmill for uninformed tilting, or shall we take the action demanded of us by our profession?

We are charged with the responsibility of educating the public. There is no better place to start than the central building of our Government. There is no better time than now. We should call to the attention of our legislators that a shock wave from dynamite or gas explosion in the vicinity of the Capitol, or earth tremor, sonic boom or other of the 20th century shocks to which buildings are subjected could result in a collapse of a large part of the Capitol.

J. George Stewart and Mario E. Campioli are continually refusing to grant requests of contractors to use dynamite near the Capitol. One day some ignorant contractor might fail to ask for permission. It could result in injury or death and burial in tons of rubble of legislators and visitors who might be in the building at the time.

The Society of American Registered Architects asks that each architect immediately write to his senator and congressman pointing out the need for action without further delay of this most important of all projects.

Support for Proposed Extension of West Front of the Capitol

STATEMENT OF PAUL THIRY, ARCHITECT, SEATTLE, WASH.

BACKGROUND AND ACTIVITIES

Senator Montoya. Mr. Thiry.

Mr. Thiry. I am sorry, Mr. Chairman, I did not realize their testimony was going to be so brief when you called my name before, or I would not have left the room for a few minutes.

Senator Montoya. That is all right.

Mr. Thiry. I am Paul Thiry, Architect, with offices in Seattle, Wash. I have practiced my profession continously since 1929. I am registered in a number of States and in the District of Columbia.

The chairman asked me yesterday to make reference to some of my background and activities.

I have been a corporate member of the American Institute of Architects since 1940. I was named a fellow in 1951 for "Achievement in

Design". I was Chancellor of the College of Fellows for 2 years, 1962–1964.

I have served on numerous committees of the American Institute of Architects. For 3 years I was chairman of the Committee on the National Capital. I may say that creation of a Landmarks Commission and recommendations for a comprehensive plan for Capitol Hill are the direct products of my efforts.

I served 3 years on the American Institute of Architects Committee for Historic Preservation under the leadership of the late Earl Reed, eminent architect and preservationist.

Mr. Reed, as you remember, was advisor to the Park Service.

I have a special interest in the planning of Washington, it's L'Enfant Plan and it's Capitol. In 1961, I was appointed to the President's Council on Pennsylvania Avenue. In 1963 I was appointed by President Kennedy to membership on the National Capital Planning Commission. Recently President Nixon reappointed me for an additional 6-year term. As a member of the Commission I was an early advocate for a multiuse Transportation and Visitor's Center at Union Station.

I am a director of the Society of Architectural Historians.

Since 1964, I have served as an architect-consultant to advise the Architect of the Capitol on matters pertaining to the West Front portion of the U.S. Capitol.

Advisory Architect to the Architect of the Capitol

When I was invited to serve as an Advisory Architect to the Architect of the Capitol, I accepted with the stipulation that a completely new analysis be made. This analysis to be based on an independent engineering study of the exact conditions of the building, its walls, its foundations. My request was honored by the Architect of the Capitol. My opinions and recommendations are founded entirely on my review of the engineering studies and careful consideration of the subjects of (*a*) preservation, (*b*) restoration, (*c*) reconstruction and finally (*d*) new construction.

Exterior sandstone elements: nonpreservation or nonrestoration

At the time of the proposals for extension of the east front I joined those who chose preservation of the existing structure. Like many others, my opinion was purely sentimental and based on inadequate information. The true condition of the exterior of the central portion of the Capitol was not generally well known. For instance, the subject of the sandstone surfacing. It was not exposed. It had all been painted many times since 1817.

When I accepted the honor of being an Advisory Architect I did it with very serious intention. I was not sure in my own mind whether the ancient architecture of Thornton, Latrobe and Bulfinch should be tampered with. My inclination was to find methods by which it all could be preserved.

After careful review of the engineering data provided by Thompson & Lichtner Engineers and after investigation of the exterior walls, foundation conditions, columns and ornamental details I concluded the exterior sandstone elements of the building could not be preserved or restored.

EXTERIOR RECONSTRUCTION AND INTERIOR PRESERVATION

They must, at best, be reconstructed with new materials entirely. Then the question of materials became uppermost in my mind. Should sandstone which once needed to be painted to preserve it be experimented with again? Should we now raze the ancient building to once again rebuild it? The exterior is faulty, but what about the historic interior? Would it not be better to save it?

CENTRAL PORTION SURVEY

At this point, and surveying the central portion which has passed through countless vicissitudes of change, from candelight to gas light, to electric light, from fireplaces and stoves to furnaces, central heating and air conditioning, fuel from cordwood to coal, et cetera. And the under structure? A veritable warren of walls and weird spaces. Even the quarters added with the Olmsted terraces leave much to be desired based on present day standards.

Then the garbage disposal and the deliveries brought in through lifts in the east front sidewalk. What about it?

Looking at the cracked stones, the misalinement, the disintegrated ornament, the settling walls and foundations, the peeling paint (30 to 38 coats of it) ⅛ inches to ⅜ inches thick, obliterating details, the situation exceeded the mere cause of preservation. It was to me like peeling away the bark to find the tree decayed.

CAPITOL CONSTRUCTION

I assembled a library of books on the subject of the construction of the Capitol from the days of L'Enfant and Thornton to date. On reading I became even more aware of the fact the building had been built in sections, one after the other, from plans which seldom followed the designs of preceding architects.

I read of the quarrels and bitterness that ensued, of the hirings and firings, of failures in structure, of tearing down and changes until 1854 or thereabouts when Thomas U. Walter in fact redesigned the entire Capitol complex to new standards of appearance and to satisfy practical requirements of space.

Enlarged Senate and House chambers were added. Drawings were prepared to extend the east and west central portions of the building. The Bulfinch copper-covered wooden dome was removed and the present dome installed to conform to an expanded scheme of things.

ENLARGEMENT OF PREMISES WITH MARBLE

The decision, if it was to be made at all, to save the Thornton, Latrobe, and Bulfinch Capitol, should have been made at that time. The decision was made to continue construction, to enlarge the premises and to build with marble.

Historically, there is no criteria to follow which says "no" to further expansion and development of the Capitol.

NONFEASIBILITY OF PRESERVING WALKS OF WEST CENTRAL PORTION OF THE CAPITOL

It is futile to waste time on further studies of the feasibility of saving the decrepit walls of the west central portion of the Capitol. They cannot be saved. The best that can be accomplished is a replica. And then the question of new sandstone or marble? I have eliminated this subject from my own thinking.

PROVIDING ACCOMMODATIONS FOR CONGRESS AND VISITORS

The ancient Chambers of House and Senate have been converted to other uses. The Supreme Court and the Library of Congress have been moved into their own quarters. The Capitol was expanded to meet needs coincident with the growth of the country. The Capitol is now solely the legislative building of the Nation with new States and requirements. New stars have been added to our national flag. There is need for the recognition of new spaces to accommodate Congress, for meeting rooms, for public facilities for the benefit of the thousands of visitors.

Not least of all, for maintenance, docking, shipping, receiving, stores and the multitudinous requirements for mechanical equipment and for the general easing of movements horizontal and vertical throughout the building.

It is proper that column free spaces be added for more flexible use of the premises. The new plans proposed by the Architects for the Capitol extension make more sense as the days point out the deficiencies in Capitol operations.

PROPOSALS BY OPPONENTS OF EXTENSION

Contrawise, opponents of expansion have presented no solutions at all, no methods, no cost estimates, no guarantee of success. Each proposal for preservation calls for more studies and are accompanied by statements such as "if we can put a man on the moon we can certainly find ways to preserve the west front."

RECOMMENDATION FOR ADOPTION OF PLANS FOR EXTENSION

I am satisfied all necessary studies have been made and when we recommend the adoption of the plans by DeWitt, Poor & Shelton, architects, we do so in the best interests of all concerned.

The Capitol should sit on its Hill overlooking the mall and it should continue to meet the needs of our country.

The spirit of the building as proposed will not be unreasonably changed but in appearance and functionally it will be a vast and overwhelming improvement over its present self.

OPINION THAT RESTORATION OF THE CAPITOL IS IMPOSSIBLE

Senator MONTOYA. You indicated that you have been reading in great depth the report by Thompson and Lichtner. After reading that report you have come to these conclusions that you have related in your testimony.

Mr. THIRY. Yes, sir.

Senator MONTOYA. You have made a very definite statement here that restoration is completely out of the question, that it is impossible.

REVIEW OF RESTORATION METHODS AND TECHNIQUES IN EUROPE

Mr. THIRY. That is my opinion, sir, yes. I have spent considerable time in Europe and since they were cleaning buildings in Paris, as you know they have been over the past 5 years, I made it a particular point to review the restoration methods and techniques that were used. Through all of the processes and reviewing the different buildings, such as Notre Dame Cathedral, The Louvre and so on, I have not been able to find any building constructed similar to the Capitol. Most of the buildings that have been restored in Europe and elsewhere have solid masonry walls. It is possible to either recarve or to replace the stones. In this particular case, here I think it is very near impossible.

REMOVAL AND REPLACEMENT IN MARBLE

What I really mean to say and what I do say is this: Everything would have to be replaced. To me this is not a restoration, this is a reconstruction. The capitals, all of the detail, everything is destroyed to a point where it has to be renewed. You are not able to reduce the diameter of a column or to recarve the acanthus leaves on the Corinthian column. They have to remove these elements and bring in new ones.

As I said in my statement, do you replace with sandstone or do you do it in marble? The rest of the building is now marble so I would elect for marble. In this case, then, you have a replica of the old work in marble. When you are all through, what do you have? What is being proposed now by the architectural group designing the work is that we extend the front out, that for the most part they reproduce the details of the old building other than the pediment and the portico on the west front. You then end up with something that I am sure the average layman would not know the difference between what is there now and the new work. I think a critical eye, a discerning person, would certainly recognize the improvement in the work that is contemplated.

Senator MONTOYA. Is it your testimony that if you have to do something to this wall and I think everybody is in agreement that something has to be done to the west wall, that it has to be replaced or refaced?

Mr. THIRY. I think it has to be completely redone; yes. At this point, I made up my mind that this was silly.

Senator MONTOYA. If that had to be done, then restoration loses its objective.

RESTORATION EFFECTS ON CEILING PAINTINGS AND ARTISTRY

Mr. THIRY. That is right. It not only loses its objective but it really gets to be kind of silly. That is my opinion. In restoration you would have to do something to the interior, paintings on the ceilings and all the artistry.

THOMPSON AND LICHTNER REPORT

In reading the Thompson and Lichtner report I think one of the Congressmen here remarked there was very little text. I think this is because, you know, you can read drawings and pictures just as you can read text.

As far as I am concerned, I am able to read cross sections of buildings and I am able to read test borings and so on and from these things I came to the conclusion that I did.

So, I don't think you have to write all this for any qualified person, I think any engineer, any competent person at all, if they are interested in reading that report and going through it thoroughly, will see that the report in itself tells the story without any words of recommendation.

Senator MONTOYA. Do you feel that the report was properly made?

Mr. THIRY. I think it was a very thorough report. As I stated, the report was really made coincident with my appointment to the consulting group. I made it my business to go down and watch some of the operations of the core drilling and the various tests that were going on. I am satisfied that this is as exhaustive a study as anyone could make. You may get other engineers to come in but I am sure they are not going to improve on what has been done.

TELEGRAM FROM MR. SEVERUD IN SUPPORT OF EXTENSION

Now, there are other engineers in the United States that have not been heard on this subject. I think the name of Mr. Severud was mentioned. He is directly involved in this work and he is one of the great engineers of the world today. I think you have a copy of a telegram he sent in that said he would not consider any other approach than to extend the building and use the new portions to reinforce the old Capitol.

Senator MONTOYA. Place a copy of the telegram in the record at this point.

Mr. THIRY. Yes, sir.

(The telegram follows:)

TELEGRAM FROM MR. SEVERUD TO CONGRESSMAN YATES, SEPTEMBER 17, 1969

Confirming our conversation I am the engineer of record in connection with the extension of the Capitol project. I would not have permitted my name to be associated with it as engineer of record if I did not approve of the recommended procedure. It is my function to determine what should be done. If I did not agree with the recommendation, I would say so. I have frequently overruled recommendation from various consultants with which I differed.

The west wall supports brick arches which support the floor above. I am very uneasy about these arches. Dealing with them would be very treacherous. Any attempt to strengthen the construction while trying to support the arches would be very hazardous. If an attempt were made to strengthen the wall by drilling, this again would be utterly inadvisable.

PROPOSED STUDY ON FEASIBILITY OF RESTORATION

Senator MONTOYA. Do you feel that a study on the feasibility of restoration such as is suggested by the American Institute of Archi-

tects, or those who appeared in their behalf this morning, is in order at this time?

Mr. THIRY. Sir, I think that making studies is wonderful; but study has been going on for years. When I was Chairman of the Committee on the National Capital, we had a committee of architects who were interested in this particular problem. I had a great deal of difficulty in getting them to come up to the Capitol. At that time, I was really questioning whether the Capitol should be enlarged or not. For the most part they did not come up. I began to form a different opinion after I did. I went around independently and looked at the situation and then I more or less invited myself and the few that were with me to discuss the matter with Mr. Stewart. He showed us models and the condition of the building and so on. I was really impressed. Still, when I went back into committee, some of them who had not been here opposed reconstruction and at the same time, some of them that had been here apparently did not see what I saw.

QUESTIONABLE SUPPORT OF AIA MEMBERSHIP FOR PRESERVATION

And for the AIA to state that its full membership is 100 percent for preservation, this is entirely wrong because architects of my acquaintance, many of them, agree and a good number of them say, "We don't know anything about it, we are indifferent to the whole thing." There have been certain members of the American Institute of Architects that have pursued this matter for years and they keep the pot boiling. So I think there has been every opportunity on the part of the AIA—I mean right now they are spending money on advertisements in the newspaper to kill this whole business.

TIMING OF OPPOSITION TO PROPOSED EXTENSION

Why not put this money to some useful purpose? Why did they not have the survey made 4 or 5 years ago when this matter was first before us? Now that we are in serious trouble with the building and we need action, why continue to ask for studies and to question—really I thought Representative Stratton questioned the integrity of the people who are involved here. I take his remarks as a sort of insult because when I took on this job I did it, as I said, with serious intention. When I speak before you right now, I am speaking with conviction. I am not being told by anyone what to say. If you will look into the contracts for consultants you will find that this is not a very remunerative commission for the advisory architects. Certainly there is not anything in the contract that would say you do this.

Senator MONTOYA. Thank you very much, Mr. Thiry.

THE THOMPSON & LICHTNER CO., INC., REPORT

Without objection I will insert in the record at this point the summary letter in the Thompson & Lichtner Co. report on the structural condition of the west central portion of the Capitol, dated November 1, 1964, to which numerous references have been made.

I want to thank everyone who appeared today.
(The report follows:)

THE THOMPSON & LICHTNER CO., INC.,
Brookline, Mass., November 1, 1964.

Hon. J. GEORGE STEWART,
Architect of the Capitol,
U.S. Capitol, Washington, D.C.

DEAR MR. STEWART: We present herewith in five volumes, a Report on the Structural Condition of the West Central Portion of the United States Capitol, Extension of the Capitol Project, in fulfillment of Contract No. ACbr–540 of March 13, 1964, which included under paragraph 4, submission of a report of findings to the Architect of the Capitol upon completion of examinations, analyses, and studies, together with recommendations with respect to such remedial measures as may be deemed necessary, including recommendations as to (1) whether the existing wall, if found deficient, can be repaired in its present condition, (2) whether the existing wall can be refaced with marble in its present condition, (3) whether remedial action requires extension of the west central front and its reconstruction in marble, or (4) whether any other means of preservation are deemed feasible and advisable.

Plans and Specifications for Exploratory Work, including test pits, soil borings and cores of walls were prepared under date of May 15, 1964 with Invitation for a Proposal of June 10, 1964. The J. F. Fitzgerald Construction Co., Inc. of Canton, Massachusetts, was awarded the Contract No. ACbr–545 for this work on June 29, 1964. Observations of the exploratory work, consultation and advice, examination, study, analyses and tests were performed by representatives of The Thompson & Lichtner Co., Inc. resident at the site or in Brookline, Massachusetts.

The purpose of this study being primarily to determine the structural condition of the exterior west wall of the Central or original portion of the Capitol, information was obtained on the quality of the facing sandstone, the backup fieldstone, the mortar used in laying the stone, the thickness, the workmanship, and the stresses in the wall. As the stability of the wall is dependent on the foundations and supporting soils, the Report on the Foundation Investigation of the Capitol of May 1957 was examined in detail and such additional borings, test pits and tests were made as appeared necessary. The interior of the West Portion of the Capitol was examined to determine whether there was evidence of structural distress and, in particular, if such conditions were affecting the exterior walls. The use to which an old structure, such as the Capitol has been subjected, and the conditions under which it was constructed required study of its history in evaluating the structural condition, particularly since much of the construction is covered by ornamentation and cannot be examined.

The facing stone is a white to light gray sandstone obtained locally and known as Aquia Creek sandstone. The color of much of this stone is also light brown gray or buff, depending on the iron content. Pieces of stone were removed and cores cut from the walls at sufficient locations to evaluate the quality of the walls. These samples were examined in the field and laboratory. Analysis shows the stone is composed of quartz grains cemented together largely by silica and therefore it is inert relative to compounds usually found in the atmosphere. Tests for compressive strength and absorption show that it is relatively weak and absorptive compared to sandstone normally used for exposed building stone. Observations of the disintegration of unpainted areas of the stone, such as the Bulfinch gate posts on Constitution Avenue at 7th and 15th Streets, confirm the low quality as related to resistance to weathering. Spalled areas are found throughout the wall surfaces and in the ornamentation, particularly of the entablature at the top of the building. There were also numerous patched areas and areas of replacement of stone. Spalling in certain areas probably is partly the result of the burning of the Capitol by the British in 1814.

The major portion of the stone shows softening and discoloration to a depth of 3/16" and no other signs of weathering despite the inferior quality of the stone, because it has been covered with paint. Painting started about 1822 and the wall was painted at about 8-year intervals thereafter as evidenced by the thickness of paint on the stone at present. Although the painting has been effective as protection, it has affected the architectural detail and quality which is found objectionable by those interested in the appearance. The removal of the paint should involve the removal of the affected 3/16" of stone behind and this would

give rise to a similar objection since such removal of the paint could not be made without changing the texture as well as the dimensions. The stone would then have to be repainted or treated with silicone at not over 5-year intervals to protect it from the weather.

Although the stone does not show evidence of major weathering because of the paint, there is a serious amount of cracking and dislocation of stones. The stones are found to have been carefully cut on the face and sides to uniform dimensions and plane, but rough cut in the back and the rear portion of the sides. The resulting ashlar dimensional sandstone masonry is of good line and surface and of excellent appearance. Voids of varying widths were found, however, behind almost all facing stone and the fieldstone or brick backup, evidencing movement of the two resulting from temperature and moisture, as well as settlement and load adjustment effects. The fact that the fieldstone is of granite gneiss means that it has a thermal coefficient of expansion of about 70% of that of the sandstone. The sandstone will have a higher or lower temperature than the backup and the differential movement in 100 feet could be ¼ of an inch or more. There is no provision for expansion or contraction and, as the joints of the dimensional stone are very small, expansion could cause the poorly backed ashlar to bulge out and contraction would open up the joints causing cracks to appear. Water getting into the cracks and freezing would further open the cracks and cause heaving out of the wall. The situation is aggravated by the fact that in many locations voids of several inches in width are found in back of the ashlar which had not been filled in during the laying of the wall. The areas of the wall at the basement floor level above the terraces on the Old House and Old Senate Wings which had been veneered at a later date are in a dangerous condition. Bonding was done in those areas by the use of metal ties which have corroded and broken. Apparently the space between the veneer and the backup was not filled with mortar as called for by good practice. The walls are leaning and must be replaced shortly or they will fall.

The character of the cracking in the walls shows that an important factor is also settlement. Shrinkage cracks normally will appear at the edges of openings, such as windows and door frames, but would not cause cracking and dropping of lintels. Keystones will drop due to excessive loading or release of the support of the abutment stones of the arch. There must have been differential settlement of the foundations through the years causing cracking of the walls as investigation of the stresses due to loads does not indicate overloading of the arches or lintels as a cause.

The backup of the ashlar sandstone is brick masonry with lime mortar in the Old Senate Wing and elsewhere it is fieldstone or granite gneiss rubble with lime mortar. The stone is of good strength; the workmanship varies but, in general, is not of good quality containing many voids. The masons laid a reasonably good face in back of the sandstone and a poorer inside face, but were generally very careless about the interior of the wall which appeared to be constructed in some cases by dumping the stone in little or no mortar as a bed. The cores taken through this masonry and examination of the holes by means of a boroscope disclosed not only voids, but also cracked stone and brick, providing further evidence of settlement.

Cracking of the walls can also result from shrinkage of mortar and because of the low strength of lime mortar, adjustment of the stone to solid bearing during the early life of the wall. Laboratory tests show that the brick and stone were of acceptable strength.

The lime mortar was poorly mixed in many cases, and in one case the lime shells from which the lime was made were found in the mortar. The mortar is of such quality that it can only be classified as generally weak.

The structure, except for the exterior walls, has not been subjected to weathering and is not in a hazardous condition. Certain areas of the exterior walls are now in a dangerous condition and the entire walls in a very few years will be in a similar condition unless proper corrective measures are taken.

The structure represents a high quality of engineering for the materials, manpower and construction facilities available at the time of construction. The use of the local sandstone was probably dictated by time limitations and cost. The poor workmanship on the walls was undoubtedly the lack of good mechanics and the quality of inspection.

The conclusions and recommendations are summarized in the following:

1. The workmanship on the sandstone ashlar masonry facing is generally good.

2. The workmanship on the fieldstone rubble masonry is generally inferior.

3. The workmanship on the brick masonry is generally acceptable.

4. The sandstone used for the exterior facing is an inferior material for use in a monumental structure.

5. The fieldstone used for the backup of the sandstone and for foundation walls is generally a good material.

6. The brick used for the backup of the sandstone and for interior floor and foundation arches and walls is generally a satisfactory material.

7. The mortar used is largely a lime mortar and is generally not of good quality for such mortar.

8. The masonry facings at the terrace level on the west side of both the Old Senate and Old House Wings, which were not part of the original construction, are displaced and require prompt removal and replacement with proper bonding to the backup wall. The bottom course should be of granite.

9. The entablature at the front of the Center Wing is displaced and requires prompt removal and replacement.

10. The retaining walls of the terraces at both the Old Senate and Old House Wings require reconstruction of the foundations to provide adequate frost protection.

11. The exterior walls of the West Central Portion of the Capitol are distorted and cracked, and require corrective action for safety and durability.

12. Retention and repair of the existing walls as corrective action is not recommended as it would require the hazardous removal of much of the facing so as to allow installation of ties to the backup wall, or the installation of ties through the face joints with resulting disfiguration of the structure. There would still be walls and foundations of structurally inferior construction with the walls requiring continuing protective treatment.

13. Facing of the existing walls as corrective action with durable marble and granite, leaving the sandstone in place, is not recommended because it would require additions to the present foundations and there would still remain walls and foundations of structurally inferior construction without preserving the historic architecture.

14. Removal of the sandstone completely and replacement by high quality marble and granite as corrective action is not recommended because it would be a very costly and hazardous operation and there would still remain walls and foundations of structurally inferior construction.

15. Removal of the entire wall and foundation and replacement by reinforced concrete with a facing of high quality granite for the courses at grade and high quality marble above for the face stone is not recommended because of the hazard, cost and interference with occupancy.

16. Retention of the wall as an interior wall of an extended building is recommended as the least hazardous and as causing the least interference with the occupancy of the present structure. A properly designed and constructed extension would also provide desirable lateral support for the West Central Portion of the Capitol.

17. The attic roof slab in the House Wing requires corrective action because of the extensive corrosion of the reinforcing steel.

18. Drawings should be prepared of the Capitol so that there is readily available information on the structural condition in relation to the many mechanical and eletcrical, and other installations which have resulted in much cutting and patching. These drawings should be kept current so that the safety of the structure as affected by changes in installations and usage can be readily checked.

19. Level readings of vertical movements and measurements of horizontal movements should be taken annually of all important elements of the Capitol so as to provide data as a basis for corrective action before cracking and failures occur.

20. Piezometer readings to check the ground water level should be made on a regular schedule and the data used to assist analysis of the settlement data.

Respectfully,

MILES N. CLAIR, *President.*

Senator MONTOYA. At this point I will also insert in the record an exchange of correspondence between the late Senator Bartlett and the Architect of the Capitol with respect to this project.

(The information follows:)

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
Washington, D.C., April 25, 1968.

HON. J. GEORGE STEWART,
Architect of the Capitol,
U.S. Capitol, Washington, D.C.

DEAR MR. STEWART: It was a pleasure to have the opportunity to discuss the appropriations needs of your office during the hearings the last two days. I do have some additional questions, however, answers to which should be included in the record. My questions are motivated by the absence of any request for funds for restoration or extension of the west front of the Capitol.

I am aware of the fact that your office requested and received funds for certain "emergency protective work" believed to be necessary to prevent the collapse of sagging and cracking portico architrave stones and to make certain other repairs of the west front.

My questions are listed below. I would appreciate as complete and detailed answers as possible to be included in the record of the hearings.

1. In the Senate Appropriations Committee report for fiscal 1967, the committee stated that "before any funds are appropriated for work on the west front of the Capitol, the Capitol Architect should obtain an independent estimate of the cost of restoring the present structure." The committee suggested that "various interested professional organizations be given an opportunity to study this matter." Has any of this been done? If not, why? If no money is available for such a study, why has no request for the necessary funds been included in this year's appropriations request? When do you plan to have such cost estimates made?

2. What maintenance is ordinarily provided for the west front? Would not ordinary maintenance require such things as repointing joints, filling cracks and painting, all of which items are characterized as "emergency protective work" in your press release of last November and in the supplemental appropriations request? If, indeed, these are part of ordinary, regular maintenance, why were they characterized as emergency measures? What maintenance was provided for the west front and the rest of the Capitol prior to consideration of the proposed extension of the west front? Is the same maintenance now provided? If not, why has it been suspended? How long is it expected that the "emergency protection work" will last?

3. An article in the New York Times of April 17, 1967, stated that the west front was last painted for the inauguration of President Kennedy. Your office is said to have stated that it should be painted every four years. Is the New York Times article correct? If not, when was the west front last painted? How often should it be painted? If it has not been painted as often as it should be, for what reason has that occurred?

4. How long has it been known that water seepage and freezing are causing damage to the west front? Have any previous measures been taken to correct this? If not, why?

5. It has been reported that the wiring devices which are used to protect buildings from the damage done by starlings have been installed on all parts of the Capitol except on the west front. Was there any reason for this omission? Are there any plans for correcting it?

6. I assume that you have read the report on conditions of the west front prepared by the American Institute of Architects in March 1967. May I have your opinion of the report's conclusion that the west front can be restored and its structural weaknesses corrected at less cost than the proposed extension?

7. Why did you choose to request money for temporary emergency work rather than for some permanent solution to the west front problem? Do you have plans for requesting money for any work on the west front other than this emergency work? When? What is the nature of the work? Do you propose to begin work on a permanent solution to the west front's problems? When? What is the nature of the "permanent solution"? If you do not intend to do so, for what reason?

I would appreciate receiving answers to these questions at the earliest possible

date so that the subcommittee can complete consideration of the appropriations needs of your office.

With very best wishes, I am,

Sincerely yours,

E. L. BARTLETT,
Chairman, Legislative
Appropriations Subcommittee.

ARCHITECT OF THE CAPITOL,
Washington, D.C., April 30, 1968.

Hon. E. L. BARTLETT,
Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your letter of April 25, 1968, requesting certain information relative to the West Central Front of the Capitol. We have inserted a statement in the transcript of the recent hearings before your Committee outlining the status of the current temporary work.

My answers which follow are numbered to correspond to the several questions in your letter.

1. No action by this office has been taken on the language you have quoted from the Senate Report on the Legislative Branch Appropriation Act, 1967, dated July 25, 1966, except that we did cooperate with a task force appointed by the President of the American Institute of Architects (one of the organizations mentioned), which made a brief study of the West Front in November, 1966. I believe your Committee has a copy of that report.

No funds were provided by the Congress for the further study you mention and, as you know, the Government is not generally permitted to avail itself of gratuitous services (31 U.S.C. 665(b)).

The West Front is, by law, under the jurisdiction of the Commission for Extension of the United States Capitol (Public Law 242, 84th Congress, as amended). The Commission has not directed the Architect to seek funds for a further study or to undertake such a study.

You will recall that when the 1967 Legislative Branch Appropriation Bill was before your Committee, a provision was included which would have stopped all work on the extension project. This amendment was deleted by the Senate and House Conferees on the bill and a statement in the conference report mentioned that $300,000 had already been appropriated for preparation of preliminary plans and estimates of cost, including a model, and incidental expenses looking to extension of the west central front; that the plans and model were not yet available; and that, under the circumstances, it would be premature and illogical to consider any further appropriations for the West Front project at that session.

It appeared to us that the action of the conference committees, agreed to by the Senate and House, superseded the statement in the earlier Senate report. This conclusion was strengthened by the fact that in the Senate hearings on the 1968 Legislative Branch Appropriation Bill, no mention was made of the further study to which you now refer. In reply to questions by Senator Kuchel, I advised the committee that by erection of shoring recommended by the Consulting Engineer, we had taken care of the most dangerous conditions on a temporary basis; that we were right at the limit of what we could do in the way of meaningful repairs, pending final decision by the Congress on the project; and that we had money to take care of the annual repairs to the exterior and interior of the building—"to keep it in the status quo".

In May 1967, two Members of Congress and two Members of the American Institute of Architects appeared before the House Appropriations Subcommittee on Legislative Appropriations in the interest of restoring the existing West Front. Request was made at that time that $50,000 be allowed "for the purpose of conducting surveys and studies in connection with procedures needed for repairing and restoring the west front of the Capitol, including estimates of the cost of such repair and restoration work." No funds were appropriated by the Congress as a result of this request.

This matter of restoration and repairs was further discussed on the floor of the House, June 1, 1967, when the Legislative Branch Appropriation Bill, 1968, was under consideration, at which time Speaker McCormack addressed the House (pages H-6496 to H-6511). He stated in part:

"Mr. Chairman, there are several vital reasons why the Congress should not consider any so-called restoration of the old deteriorated central west front of

the Capitol and should proceed with the proposed extension as soon as our situation permits.

* * * * * * *

"Such an extension would complete the composition of the Capitol made necessary by these additions of approximately 100 years ago. The extension, planned by eminent professional architects, will improve the esthetic quality of the west side, while at the same time preserving its essential characteristics.

"The outstanding engineering firm retained by the Extension Commission to study the condition of the west central front and to recommend remedial action, advised against the so-called restoration and recommended a buttressing extension such as constructed in 1958–62 on the east side.

"The president of this firm testified in a public hearing we held on this matter as follows:

" 'What is needed here is to, in my opinion, protect this whole wall, enclose it just as you did on the east side by another structure.'

"These recommendations were made after a thorough analysis and considering several alternatives."

If still a further study—which I, like the Speaker, feel is unnecessary—involving rebuilding or so-called restoration of the present front is to be made, it is a matter which, in my opinion would require careful consideration by the Commission in charge and the other committees involved. Such a study, if made, should be made by a competent and responsible firm, with sufficient time being allowed for an in-depth study, rather than by a group of professional societies and contractors who would have no responsibility for the structure or what might happen as a result of their hurried recommendations. As an engineer with many years' experience in stone masonry, I would put little value in a report that various societies and contractors could put together in a week, as described in the Senate Report to which you refer.

I again call attention to the thorough study made by an independent engineering firm, The Thompson and Lichtner Company of November 1964, which was initiated as a result of interest by the Senate Appropriations Committee. Numerous alternatives were considered in that report. One of the key recommendations is:

"Retention and repair of the existing walls as corrective action is *not recommended* as it would require the hazardous removal of much of the facing so as to allow installation of ties to the back wall, or the installation of ties through the face joints with resulting disfiguration of the structure. There would still be walls and foundations of structurally inferior construction with the walls requiring continuing protective treatment." (Italic supplied.)

2. Yes, ordinary maintenance would provide for such things as repointing joints, filling cracks, painting of the old sandstone, etc.

In the fiscal year 1966, we requested funds for painting the cast-iron dome and the west front stonework which included the pointing of open joints and cracks. The House deleted the funds for painting the stonework, stating in part in the committee report, "The report of the engineering firm on the condition of the west front is under study and while the committee does not know what decisions will be taken as a result, there is probably no pressing need to paint the exterior west central portion although the surface is in a relatively poor condition."

I think it is obvious that the committees involved and my office thought then and for a year or two later that the Congress would make some final decision on the West Front within a reasonable time. This decision, however, not having been made, we had intended last fall to include in our current budget estimates for 1969, the funds for painting, pointing, etc. of the west front sandstone. However, before the estimates were prepared and submitted to the Bureau of the Budget, additional cracking in the sandstone was noted. Examination by Dr. Miles Clair who made the previous engineering study indicated an emergency condition requiring further bracing. He also recommended that the stonework should be pointed after the bracing was put in place. Since this would have resulted in a rather shoddy appearance of the building between the time of the emergency bracing-pointing (to be funded by a supplemental appropriation) and the painting (to be funded from the regular 1969 appropriation) we decided to include the painting in the request for emergency repairs. As you know, the Con-

gress provided the money on that basis and the work is now underway. It is estimated that emergency work should be good for about 5 years.

3. The central West Front was last painted in 1960 before the inauguration of President Kennedy. The normal cycle for painting the dome and the west front sandstone is every 4 years; however, because we did a very thorough job in 1960 (as a part of the East Front Extension Program), especially on the dome—removing all the old paint and putting on a protecting coat and 3 new coats of paint—we found that the dome and the west front could go 5 years after 1960. We requested the funds for painting in the fall of 1964 and hearings were held on these items in the Spring of 1965. We believe that hereafter, pending extension or other permanent solution to the west front structural problem, the sandstone should be painted every 4 to 5 years, the spacing to be governed by inspection made from time to time by my staff, as previously.

4. Water seepage and freezing is causing damage to the old sandstone, but is not the sole cause of damage. With such soft stone, this condition started more than a hundred years ago and resulted in the practice of painting the stone periodically since the early 1800's. Previous measures to at least reduce the damage from this condition were the periodic pointing and painting. In spite of such pointing, it has been found that cracks begin to open up in about a weather cycle of one year—a fact not surprising since the old walls were built without expansion joints.

5. Birdproofing of the old sandstone section was omitted because of the probability of extension or other permanent solution of the west front problem. It was also recognized that this soft friable stone should not be drilled for the installation of the birdproofing system as this would result in additional points of weakness, accelerating further damage. We have no plans to birdproof the old wall as it now exists, but would include such work in any permanent solution.

6. Yes, we have reviewed the report from the leadership of the American Institute of Architects, dated March, 1967. Our comments thereon were published in the House Hearings on the 1968 Legislative Branch Appropriations Bill.

We find no definite conclusion in the AIA report that "the west front can be restored and its structural weaknesses corrected at less cost than the proposed extension". Instead, the report contained such statements as:

"Restoration would be, however, a costly undertaking and would entail some inconvenience."

"The American Institute of Architects *does not know what the cost of restoration would be.* However, it is unlikely that the cost of restoration would approach the total cost of extension." (Italics supplied.)

"* * * it (restoration) might be time consuming and relatively expensive."

"It would seem, however, improbable that the cost of preservation would approach the total cost of extension."

Further, these indefinite opinions differ drastically from the best information I have been able to obtain from the independent Engineers and Architects who have studied this project in depth and who indicate that the so-called restoration could cost from far less to far more than extension. Mr. Lethbridge himself, a member of the AIA task force, stated to a group of artists assembled on the west terrace, April 1, 1967, that the cost of so-called restoration could exceed the cost of the proposed extension.

The cost would depend on many factors, one of which would be the necessary vacation of the west central portion of the Capitol between the Senate and House Wings for a period of from 5 to 10 years and the provision of temporary space elsewhere. This vacation woud be required to permit shoring of interior arch construction during the replacement of stonework. As an Engineer, knowledgeable in stone wall bearing construction such as that of the Capitol, it is my opinion and that of our independent Engineers that restoration or refacing would not be permanent solutions as cracks would recur, admitting water, freezing and thawing, causing damage, since the original walls would still lack expansion joints.

A copy of our comments on the AIA report, as published in the 1968 House Hearings, is attached hereto.

7. The decisions to request money for temporary emergency work, on both occasions, have been directed by the Commission in charge of the work after dangerous conditions were brought to their attention, as a result of the studies and inspections by Dr. Clair of The Thompson and Lichtner Company and my staff.

We have been in contact with the Members of the Commission in charge from time to time and, while they are unanimous in their decision to proceed with the extension of the West Central Front as outlined under the approved Plan II, they have been reluctant to authorize me to request funds for that purpose during the current war-financial crisis period.

As far as my staff and I are concerned, we are ready to proceed with extending the West front and making it safe on a permanent basis as soon as the necessary funds of approximately $35 million are made available by the Congress. The nature of this work is outlined in detail in the enclosed "Preliminary Plans and Estimates of Cost for the Extension of the West Central Front of the Capitol" sent by Speaker John W. McCormack, Chairman of the Commission, to all Members of the Congress in May, 1967.

With best wishes, I am,

Sincerely yours,

J. GEORGE STEWART,
Architect of the Capitol.

LIBRARY OF CONGRESS

RESTORATION REQUESTS

Senator MONTOYA. The committee has received a letter from the Librarian of Congress, Dr. L. Quincy Mumford, in which he asks for restoration of two items in the legislative branch appropriation bill as passed by the House of Representatives on Friday, September 19th. I ask that the letter from Dr. Mumford be made a part of the hearing record at this time.

(The letter follows:)

THE LIBRARIAN OF CONGRESS,
Washington, D.C., September 19, 1969.

Hon. JOSEPH M. MONTOYA,
Chairman, Subcommittee on Legislative Appropriations,
U.S. Senate, Washington, D.C.

DEAR SENATOR MONTOYA: We hereby respectfully submit our request for restoration of items deleted from the Library of Congress estimates by action of H.R. 13763, covering appropriations to the Library of Congress for fiscal year 1970.

The Library of Congress is pleased with the increase of $2,173,900 granted over the 1969 level and hopes that the Senate will concur. Through these increases, the Library of Congress will be able to continue and strengthen its services. However, there are two items which the House did not allow which we hope.the Senate will give sympathetic consideration to restoring:

1. *Salaries and Expenses, of Library of Congress.*—Restoration requested: $65,000, representing the reduction from $1,357,5000 to $1,292,500, to continue and enlarge the program for preservation of library materials.

2. *Books for the General Collections.*—Restoration: $90,000, representing the reduction from $840,000 to $750,000, to meet the continuing increase in the price of library materials.

Sincerely yours,

L. QUINCY MUMFORD,
Librarian of Congress.

U.S. GOVERNMENT PRINTING OFFICE

SELECTION OF SITE AND GENERAL PLANS AND DESIGN FOR BUILDING

Senator MONTOYA. I have received a letter from the Public Printer, Mr. James L. Harrison, dated September 16, 1969, advising that the figure of $2,500,000 for selection of site and general plans and design for buildings for the Government Printing Office is insufficient and that the figure should be changed to $3.6 million. Mr. Harrison re-

quests that this amount be included in the bill for the new Government Printing Office building, and I will insert the letter into the record at this point.

(The letter follows:)

U.S. GOVERNMENT PRINTING OFFICE,
Washington, D.C., August 4, 1969.

HON. JOSEPH M. MONTOYA,
Chairman, Subcommittee on Legislative Branch Appropriations, New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: When I appeared before your Committee on July 22, 1969, as you will recall, I informed you that the Joint Committee on Printing had not approved a site for relocating the Government Printing Office. I therefore reaffirmed the request included in my letter to you of June 2, 1969, that I wished to withdraw my request for $2,500,000 for Selection of Site and General Plans and Design for Buildings for fiscal year 1970, pending the approval of a site by the Joint Committee on Printing.

The Joint Committee on Printing, in Executive Session on July 31, 1969, approved a site for relocating the Government Printing Office and authorized me to proceed with this project. I am therefore requesting that your Committee restore my budget request of $2,500,000 for this purpose.

I will be pleased to furnish any information you may wish and want to thank you for your consideration of this project.

Sincerely yours,

JAMES L. HARRISON,
Public Printer.

U.S. GOVERNMENT PRINTING OFFICE,
Washington, D.C., August 14, 1969.

HON. JOSEPH M. MONTOYA,
Chairman, Subcommittee on Legislative Branch Appropriations, New Senate Office Building, Washington, D.C.

DEAR SENATOR MONTOYA: Here is a copy of a revised estimate for construction of the proposed Government Printing Office supplied by the General Services Administration. The estimate received from GSA on February 5, 1964, called for construction costs of $44,287,000. The current estimate, you will see, gives the project cost as $62,585,000. You will also notice in the revised estimate that costs have been projected for 1970 and 1971. The projected costs reflect an annual increase in the total cost of the project of about $5,000,000, due chiefly to the anticipated rise in construction costs.

I respectfully invite your attention to this fact, for if favorable action could be obtained on our request for planning and design funds, substantial savings could be realized in the overall cost of the project.

If there is any further information you may require, kindly let me know and I shall be pleased to supply it forthwith.

Sincerely,

JAMES L. HARRISON,
Public Printer.

LANHAM, MD.—GOVERNMENT PRINTING OFFICE BUILDING—PROJECT NO. 49930—AUGUST 6, 1969

Project.—New, Special-purpose Building.

Description.—One story and part second story; concrete and/or steel frame on special foundations; exterior facing to be face brick with stone trim or material of equipment cost; elevators and air conditioning. Project to conform, generally, to criteria outlined in "Pre-design Study" dated April 1965, prepared by Charles T. Main, Inc. Exterior ground parking for 1500 cars. Does not include cost for road work beyond property line.

It is assumed that the exterior design will be purely functional, and the use of any extensive covered but unenclosed areas, embellishments or ornamentation will result in increased costs.

Gross Area.—2,100,000 S.F.

Net Assignable Area.—1,900,000 S.F.

ESTIMATE

	October 1969	October 1970	October 1971
Improvements:			
Construction	$55,125,000	$60,156,000	$65,187,000
Reservations	104,000	114,000	123,000
Contingencies	2,756,000	3,008,000	3,259,000
Total improvements	57,985,000	63,278,000	68,569,000
Supervision	1,000,000	1,080,000	1,150,000
Site and expenses:			
Site	0	0	0
Duplication, bids, etc	150,000	166,000	175,000
Drawings and specifications	3,450,000	3,768,000	4,085,000
Total site and expenses	3,600,000	3,934,000	4,260,000
Total estimate project cost	62,585,000	68,292,000	73,979,000

U.S. GOVERNMENT PRINTING OFFICE,
Washington, D.C., September 16, 1969.

Hon. JOSEPH M. MONTOYA,
Chairman, Subcommittee on Legislative Branch Appropriations, New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: In my letter to you of August 4, 1969, I asked that my budget request of $2,500,000 for Selection of Site and General Plans and Design for Buildings be restored as the Joint Committee on Printing had on July 31, 1969, approved a site for relocating the Government Printing Office.

We now have a revision of the above figure from the General Services Administration which includes the increase in costs since the original estimate was developed.

It is therefore requested that the $2,500,000 figure be changed to $3,600,000 which is the estimated cost of Selection of Site and General Plans and Design for Buildings if funds are made available in fiscal year 1970.

I will be pleased to furnish any information you may wish concerning this matter and I want to thank you for your consideration of this project.

Sincerely yours,

JAMES L. HARRISON,
Public Printer.

CONCLUSION OF HEARINGS

Senator MONTOYA. This concludes our hearings. The subcommittee will recess and reconvene at the call of the Chair.

(Whereupon, at 12:20 p.m., Wednesday, September 24, the hearings were concluded, and the subcommittee was recessed to reconvene at the call of the Chair.)

COMMUNICATIONS RECEIVED SUBSEQUENT TO CLOSING OF HEARINGS

STAFF NOTE: A number of communications have been received subsequent to the closing of the hearings. Pursuant to the directions of the subcommittee chairman, such communications will appear in the record at this point.

(The communications, with enclosures, follow:)

U.S. SENATE,
COMMITTEE ON BANKING AND CURRENCY,
Washington, D.C., September 25, 1969.

Mr. REX W. ALLEN, F.A.I.A.,
President, American Institute of Architects,
Washington, D.C.

DEAR MR. ALLEN: I would like to express my appreciation to the American Institute of Architects for its presentation yesterday before the Appropriations Subcommittee. Francis Lethbridge should be commended for his succinct and lucid address concerning the AIA's position on the proposed extension of the West Front of the Capitol.

Due to the fact that I was called away to another hearing, I was unable to raise a number of questions that I would have liked to ask Mr. Lethbridge. Therefore, I would appreciate it very much if the attached questions could be answered by next Wednesday if possible, so that they may be included in the record of the Subcommittee's hearing.

Thank you for your help and cooperation.

Sincerely,

WILLIAM PROXMIRE, *U.S. Senator.*

QUESTIONS FOR AIA

RESTORATION

(1) Mr. Paul Thiry, an architect, stated before this Subcommittee that, "It is futile to waste time on further studies of the feasibility of saving the decrepit walls of the west central portion of the Capitol. They cannot be saved." Would you comment on this statement?

COST

(2) We have heard testimony that the cost of restoration would be somewhere between $10 million and $50 million. I asked the Assistant Architect of the Capitol if the cost of restoration could be narrowed. He implied that this was impossible. Is this true? Can Congress reasonably expect to know the approximate cost if it chooses to restore the Capitol?

INCONVENIENCE

(3) Another point made by Mr. Campioli, the Assistant Architect of the Capitol, is that restoration would involve considerable inconvenience to visitors and occupants alike. He explained that the entire West Front, including Statuary Hall, would have to be vacated for 5 to 10 years. Furthermore, he stated that if the extension were approved the rooms and corridors along the West Front would remain in commission. Will you give your expert opinion of these assertions?

DANGER

(4) What about the brick arches? We have been told that they may collapse if we decide to restore the building. Can't architects, engineers and craftsmen take the necessary precautions to prevent this from happening?

(5) We are all concerned about the present condition of the West Front of the Capitol. Yet as I understand the architect's testimony, it will take more than a year for extension plans to be completed and renovation and extension to begin. In the interim we are still faced with a fearsome problem. Would it be possible to do fairly extensive work immediately on this West Front to ameliorate the existing danger without committing ourselves to either restoration or extension? In other words, could we proceed immediately to shore up the structure with the understanding that this work would contribute to the ultimate goal of restoration or extension, whichever course we ultimately decide to follow? Could you give us an idea what could be done and how much it might cost?

RESTORATION STUDY

(6) How much would a restoration study, carried on concurrently with this shoring up and repair work, cost? How long would it take? Who should make it?

PERMANENCY OF RESTORATION

(7) Proponents for the extension claim that if the building were restored it would only last a decade or two before the job would have to be done again. What is your opinion on this? Is restoration a permanent solution?

AIA'S POSITION

(8) Previous witnesses claim the American Institute of Architects at one time advocated extension of the West Front. Is this true?

THE AMERICAN INSTITUTE OF ARCHITECTS,
Washington, D.C., October 1, 1969.

HON. WILLIAM PROXMIRE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR PROXMIRE: President Rex Allen has requested that I answer the questions with respect to the West Front of the Capitol that accompanied your letter to him of September 25, and I shall do so, to the best of my ability.

1. We believe Mr. Thiry's statement to be false. The A.I.A. Task Force on the West Front of the Capitol (Norman C. Fletcher, F.A.I.A.; Samuel A. Homsey, F.A.I.A.; Francis D. Lethbridge, F.A.I.A.; Louis Rossetti, F.A.I.A.; and John W. Stenhouse, A.I.A.) stated on March 24, 1967:

"After a study of drawings of building sections and on-site observations *none of the defects appear to indicate that danger of collapse is imminent or that correction is not practicable*, though it might be time consuming and relatively expensive"

On September 22, 1969, another group of people including a number of men with extensive experience in the field of restoration met at the Octagon to review this matter. Both the Thompson and Lichtner Report and the testimony of the Architect of the Capitol before the House Appropriations Subcommittee on September 8 were discussed at length. This group also examined conditions at the West Front on the site and unanimously reaffirmed the conclusions and recommendations adopted by the Task Force in 1967.

2. It is the considered opinion of those experts consulted by the A.I.A. that the cost of repair and restoration would probably not exceed $10 million and that it is inconceivable that it could exceed $20 million. There will always be some area of uncertainty in the exact cost of repair but it is not true that the area of cost cannot be narrowed. The restoration contractor consulted by us believe that it could be estimated within ten percent after plans and specifications for the work had been prepared.

3. Restoration, like Extension, will involve some inconvenience. Inconvenience to visitors, however, should be negligible in either case. Campioli's statement that the entire West Front, including Statuary Hall, would have to be vacated for 5 to 10 years, is ridiculous. There is no reason to believe that Statuary Hall would have to be vacated at all, and no reason to believe that all of the rooms on the West Front would have to be vacated for any such period of time. If the work were to proceed slowly it would not be necessary to vacate more than that portion of the offices affected and if it were to be carried out more quickly, the spaces would have to be vacated for only a fraction of the time claimed.

4. There is a danger of collapse of the brick arches only if the reconstruction is carried out in an incompetent and bungling fashion. In general most of the wild assertions made by the Architect of the Capitol with respect to the impracticality of restoration are based upon his assumption that extension will be carefully done and that restoration will be carelessly done. There is no reason to believe that this would be the case.

5. No matter what else is done it will be necessary to underpin the foundations of the existing walls to correct problems of differential or uneven settlement. It would seem likely, however, that foundation design and techniques of construction would differ substantially for extension as compared to restoration. We would reaffirm that the West Front is in no immediate danger of collapse and that sufficient time can be taken to properly prepare plans and specifications for repair and restoration before proceeding with the construction. What should be done, in the interim period is to maintain a careful inspection of the facade to guard against the further danger of frost loosened stones. It would also be highly desirable to proceed immediately with the removal of paint, to better inspect the condition of the stone and to enable a more accurate estimate of cost to be made.

6. A restoration study should be carried out in two stages. Stage One is the preparation of an architectural-engineering report to clearly establish the techniques of repair and restoration and to prepare a cost estimate for accomplishing the work. This will take about six months and should cost not more than two hundred thousand dollars. Stage Two is the preparation of detailed architectural and engineering plans and specifications for underpinning the foundations, and reconstruction of the stonework, with temporary shoring and scaffolding as re-

quired. A final cost estimate would also be prepared. This will take an additional six months and should cost not more than four hundred thousand dollars.

It should not be carried out under the direction of the Architect of the Capitol, who has demonstrated his unwillingness to seriously consider this alternative.

It might be contracted for by the Deartment of the Interior Park Service or by the Public Buildings Office of the General Services Administration, both of whom have competent persons experienced in this field, but because, by law, they have no jurisdiction over the area of Capitol Hill, it could probably be done only if Congress directed the Architect of the Capitol to request the study of the Department of the Interior or G.S.A.

7. Restoration or Extension can be permanent, of course, only in a relative sense. There is no reason to believe that restoration would last only a decade or two before the job would have to be done again. Restoration should be a job good for at least a hundred years without further major repairs. Repainting or resiliconing the surface of the restored stonework will have to be done at about five to ten year intervals.

8. The American Institute of Architects never officially advocated extension of the West Front. Several prominent members of the A.I.A. publicly stated, at the time of the East Front extension controversy, that they would favor extension of the West Front if necessary, rather than extension of the East Front. This point of view, we suppose, was based upon the theory that if one body were thrown to the wolves, the other might be saved. Those who held this opinion obviously underestimated the appetite of the wolves.

The fact that the East Front has been reconstructed makes preservation of the West Front far more critical from the point of view of historic preservation.

Sincerely yours,

FRANCIS D. LETHBRIDGE, F.A.I.A.

SENATE: MAJORITY AND MINORITY LEADER PERSONNEL

U.S. SENATE,
OFFICE OF THE MAJORITY LEADER,
Washington, D.C., October 8, 1969.

HON. JOSEPH M. MONTOYA,
Chairman, Legislative Subcommittee, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR JOE: We understand that your Subcommittee is about to mark up the Legislative Appropriation Bill for 1970 and report it to the floor. As Leaders in the Senate, we find ourselves in a rather difficult position due to an insufficiency of staff. Our duties constantly increase and we have no way to keep pace with this increasing workload unless we tap our Senatorial office staffs. We do not feel that we should be required to use the clerk hire allowances provided for representation of our constituents to employ staff to carry out our Leadership duties.

We, therefore, request consideration by your Subcommittee of an increased authorization for staff as follows:

1. An Administrative Assistant at not to exceed $31,317 in place of the presently authorized Research Assistant at the same rate.
2. A new position—a Legislative Assistant at not to exceed $28,908.
3. A new position—an Executive Secretary at not to exceed $15,111.
4. A clerical Assistant at not to exceed $12,921 in place of the presently authorized Clerk at $8,979.

In addition, we endorse the requests made of your Subcommittee by the Majority and Minority Whips and recommend that they be authorized the following staff:

1. An Administrative Assistant at not to exceed $30,003 and an Executive Secretary at not to exceed $15,111 in place of the currently authorized Clerical Assistants at not to exceed $23,214.

With warmest regards,

MIKE MANSFIELD,
Majority Leader.
HUGH L. SCOTT,
Minority Leader.

SENATE MINORITY WHIP: CHANGE OF DESIGNATION

U.S. SENATE,
October 8, 1969.

Mr. ROBERT A. BRENKWORTH,
Financial Clerk,
U.S. Senate.

DEAR MR. BRENKWORTH: This is to inform you that on Tuesday, October 7, 1969, the Republican Conference met and unanimously adopted a motion to change in the Conference Rules the title of "Whip" to that of "Assistant Floor Leader".

Very truly yours,

J. MARK TRICE,
Secretary for the Minority.

ARCHITECT OF THE CAPITOL: SENATE RESTAURANTS

ARCHITECT OF THE CAPITOL,
Washington, D.C., October 9, 1969.

Hon. JOSEPH M. MONTOYA,
Chairman, Legislative Subcommittee, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Since completion of our hearings several weeks ago, the Chairman of the Subcommittee on Restaurants, Senate Committee on Rules and Administration, has approved a recommendation from the Manager of the Senate Restaurants that funds be requested in the Legislative Branch Appropriation Bill for 1970, for replacement of obsolete equipment in the cafeterias in the New Senate Office Building. The Chairman of the Restaurant Subcommittee has directed that we request an additional amount of $28,000 under "Senate Office Buildings" for replacement of the equipment.

The equipment in question has been in operation since January 1959, and with a normal useful life of approximately ten years, has reached the point where it is no longer economically feasible to maintain and operate.

A breakdown of the equipment to be replaced and the estimated replacement cost is as follows:

Dishwashing system	$18,500
Meat grinder	375
Patty maker (Hollymatic)	1,600
Ice trucks 2 at $100 each	200
Trucks for clean dish transportation, 6 at $449 each	2,694
Trucks for soiled dish transportation, 2 at $400 each	800
Proof cabinet (bakery)	1,600
Coffee urns, 4 at $650 each	2,600
Total	28,369

It has been the practice for many years to purchase all such replacement equipment under the Senate Office Buildings appropriations.

I join in recommending that you consider adding the above total of $28,000 to the fiscal year 1970 funds for "Senate Office Buildings" already requested at our hearings of July 30, 1969.

Sincerely yours,

J. GEORGE STEWART,
Architect of the Capitol.

CAPITOL WEST FRONT: RESTORATION FEASIBILITY STUDY

U.S. DEPARTMENT OF THE INTERIOR,
NATIONAL PARK SERVICE,
Washington, D.C., October 8, 1969.

Hon. THOMAS J. SCOTT,
Chief Clerk, Committee on Appropriations,
U.S. Senate, Washington, D.C.

DEAR MR. SCOTT: I am pleased to respond to the three questions posed in your letter of October 1 relating to the proposal of the American Institute of Architects that "the National Park Service make a feasibility study with reference to restoration of the existing West Central Front of the Capitol."

Question: Does the National Park Service have the capability of making such a feasibility study?

Answer: The National Park Service has a small, highly professional-technical staff of architects experienced in historic restoration. This staff would be able to supervise a contract study. They would not, however, be capable of performing the study themselves in light of other pressing work assignments.

Question: What is the estimated cost of such a study?

Answer: The National Park Service has not analyzed the problem involved and, therefore, is not qualified to provide a Service estimate of the costs. In order to assist the Committee, we have contracted three firms who are especially qualified to do this sort of work. They have estimated the cost of a restoration-feasibility study as follows:

Keyes, Lethbridge & Condon, Architects, 1300 Connecticut Avenue, Washington, Estimated about $200,000.

Nicholas Satterlee & Associates, Architects, 1820 Massachusetts Avenue, N.W., Washington, Estimated about $250,000.

Universal Restorations, Inc., 1010 Vermont Avenue, N.W., Washington, Estimated about $250,000–$300,000.

They all agreed, moreover, that the study could be made within an estimated time of six months, provided existing engineering data were made available to them.

Question: What language would be necessary to be included in H.R. 13763 the Legislative Branch Appropriation Act for fiscal year 1970, in order to give the National Park Service legislative authority and direction to make this study?

Answer: As your question implies, this Service is not now authorized to undertake such a study. As a matter of fact, two Acts of the Congress with respect to the Capitol specifically exclude the Capitol from the jurisdiction and responsibility of this Service. First—Section 1816 of the Revised Statutes (40 U.S.C. 166), provides that:

"All improvements, alterations, additions, and repairs of the Capitol Building shall be made by the direction, and under the supervision, of the Architect of the Capitol."

Secondly—the Historic Preservation Act of 1966 (P.L. 89–665), assigning additional responsibilities for Historic Preservation to the Secretary of the Interior for execution through the National Park Service, provides, in part, that:

"Nothing in this Act shall be construed to be applicable to the White House and its grounds, the Supreme Court building and its grounds, or the United States Capitol and its related buildings and grounds."

Accordingly, I am advised that substantive legislation amending the above statutory authorities would be required in order to enable this Service to perform the task about which you have inquired. I have requested the Legislative Counsel of the Department to provide you with an appropriate draft of such language, as you requested.

With kindest personal regards and with every good wish, I am,

Sincerely yours,

GEORGE B. HARTZOG, Jr.,
Director.

STRUCTURAL AND/OR ARCHITECTURAL CHANGES MADE IN THE UNITED STATES CAPITOL, 1793 TO DATE

The first cornerstone of the United States Capitol was laid by George Washington on September 18, 1793, but the building as we know it was not completed until 1890, when the Olmsted terraces were finished. During the 20th century, the roof over the original building was replaced, the House and Senate chambers were remodeled and provided with new roofs, and the east front of the Capitol was extended some 32 feet. Discussions of a proposed extension of the west central front of the Capitol began in 1964 and continue to the present time.

Construction of the Capitol, and proposed modifications of it, have engendered a good deal of discussion through the years, as might be expected with a building to which so much sentiment and tradition are attached. This memorandum will set out, in chronological order, the principal phases of construction of, or modifications to, the Capitol, along with a short description of any controversies that accompanied the proposed changes.

1972—George Washington and Thomas Jefferson decided to hold a competition for designs for the Capitol and the "President's House." James Hoban's design

was accepted for the White House, but it was not until the following year that Dr. William Thornton's plans for the Capitol met with general approval.

1793—First cornerstone was laid September 18.

1793–1829—During this period the "old Capitol", consisting of the center section (but not the large dome which surmounts it today), and the north and south wings, or the old Supreme Court chamber and Statuary Hall, was constructed according to Dr. Thornton's basic design. James Hoban, Stephen Hallet, and George Hadfield, successively, were hired to supervise the execution of Thornton's plans for the Capitol, but disagreements with Thornton, who was made a Commissioner of the District of Columbia in 1794 and continued to exercise ultimate authority over the design of the building, led to the dismissal of Hallet and then Hadfield, after Hoban had been put in charge of construction of the White House.

In 1803 Benjamin Latrobe was given the job of superintending the construction of the Capitol. Like his predecessors, he too immediately wanted to modify Thornton's design but Thornton, with Jefferson's support, overruled him. Latrobe and Thornton continued to exchange charges and countercharges, even after 1805 when Thornton had ceased to defend officially the integrity of his design. During the 15 years that Latrobe was associated with the Capitol, however, he had a considerable effect on its ultimate design. He tore out some of the work of his predecessors, partially necessitated by the burning of the Capitol in 1814 by the British, changed wood floor and partition construction to masonry, and designed the wing west of the rotunda and the present East portico and steps. These steps changed the main entrance from the West, where Thornton had planned it, to the East. In addition Latrobe was responsible for the design of all the interiors of the central portion, and he completely changed Thornton's plan for the House and Senate chambers. Conflict between Latrobe and the new commissioner, appointed in 1816 to superintend the construction of the Capitol, led to Latrobe's resignation in 1817.

Charles Bulfinch, a prominent Boston architect, was appointed Architect of the Capitol in 1818 to fill the vacancy left by Latrobe's resignation. Realizing the difficulties of explaining architectural plans to members of Congress, one of the first tasks Bulfinch undertook was to have a wooden model of the Capitol prepared. It showed various alternative schemes designed by Thornton and Latrobe along with his suggestions for the central rotunda and dome, which had not yet been constructed. This apparently was a wise bit of strategy because appropriations allowing him to begin work on the central portion of the buildings were quickly approved. Although we could find no real controversy over the early construction of the building among members of Congress, there was a continuing concern over the cost of the building and the long period of time required for its completion. In addition, during these early years, some members felt that the Capital City would be moved from Washington at some point, and they were reluctant to see so much money being spent on the Capitol building in Washington.

Bulfinch completed the north and south wings, whose restoration after the 1814 fire had been begun by Latrobe, and designed and constructed the central portion of the Capitol with a wooden dome covered with copper. He stayed on as Architect of the Capitol until June of 1829, when he was officially notified that his office would be terminated that month (in accordance with a law passed by Congress the previous year abolishing the position of Architect of the Capitol).

Continuing acoustical problems with the restored House chamber were a matter of some concern to members of the House, as described by the following excerpt from I. T. Frary's *They Built the Capitol* (1940):

"The restored Hall of Representatives . . . was found to have perpetuated in it the echoes that had caused so much difficulty and criticism in the past. Committees were appointed to investigate the difficulty. Bulfinch was called upon for his opinion, as were William Strickland and Robert Mills, both of whom had formerly been assistants and associates of Latrobe.

"A variety of theories and suggestions were propounded and expounded, no two of which were in agreement, and none of which seemed to have much effect in remedying the poor acoustics. A canvas ceiling was stretched above the columns. This stopped the echoes, but also stopped the voice of the speaker, a consummation that would certainly not prove appealing to a legislative body all primed wit pent up oratory. A wooden partition was built between the columns, but this came down ignominiously after a week's trial.

"Sunken panels were prescribed in place of the flat, painted ceiling. One expert wanted the floor raised; another contended that the ceiling should be lowered; a third proposed a rearrangement of the furnishings; and after all suggestions had

been discussed or tried out, over a period of fifteen years or more, they apparently gave it up as a bad job. Today the room is used as a repository for statues of the great and near great, and the guides entertain visitors by demonstrating the freak echoes which enable them to hear whispers from certain remote positions on the floor."

Members continued to complain about the poor acoustics until 1857 when they moved into their new chamber in the just completed south wing. It is interesting to note that in 1902, when the roof of the old building was reconstructed, consideration was given to retention of the same odd acoustical effects in Statuary Hall which had fascinated visitors for so many years.

Frary reports that the cost of the old building, including restoration after destruction by the British, was $2,432,851.

1851–1865—By 1850 it had been determined that an enlargement of the Capitol was necessary to accommodate the two legislative bodies. Robert Mills, Architect and Engineer for the Government (but not officially designated Architect of the Capitol) submitted plans to the Congress for the extension of the Capitol by the addition of two wings, to the north and south of the original building. The Senate, however, insisted that a competition be held for the design of the extension, with the additional proviso that the plans would become the property of the government so that the best features of each could be combined. Although the Senate instructed Mills to draw up final plans upon the completion of the competition, President Fillmore decided to appoint Thomas U. Walter as architect of the extension of the Capitol. Under Walter's guidance, the north and south wings and the greatly enlarged Capitol dome were constructed between 1851 and 1865.

The first appropriation, $100,000, was approved by the Congress in 1850, and the cornerstone was laid on July 4, 1851 in the south wing. Construction began immediately, but was interrupted during the winter months of 1851–52 because the Congress couldn't agree on further appropriations. Allegations of fraud and poor construction methods were made (initiated apparently by the Commissioner of Public Buildings and Grounds because the construction of the extension had been placed under the Department of the Interior, and by unsuccessful bidders on construction contracts) and committees were appointed in both the Senate and House to look into the matter. The committees reported that the foundations were sound, that they would support the weight of the buildings, and in April, 1852, a further appropriation of $500,000 was approved.

In 1853, concern was expressed by some members of Congress that the Architect (Walter) had too much authority under the law, since he could draw funds from the Treasury on his own signature. President Franklin Pierce, newly elected, decided to give the War Department overall supervisory jurisdiction over the construction, and he appointed an Army Engineer, a Captain Meigs, to take charge of the work. Meigs and Walter got along fairly well, each respecting the other's ability, until 1857 when Meigs apparently tried to assert his authority over Walter. In 1859 Walter went directly to President Buchanan about Meigs, and Meigs was discharged.

It appears that the extension of the Capitol was a matter on which all members of Congress were agreed. Their old chambers were so unsatisfactory from the point of comfort, ventilation, and acoustics, that they felt that improved accommodations were mandatory. There was generally a discussion, however, each time additional appropriations were requested for the extension, because they were so far in excess of original estimates. Originally it was thought that the extension would cost between $1.5 and $2 million; in fact, the two wings came to a total cost of $8,075,299, and this figure did not even include the cost of the new dome ($1,047,291). After construction was well underway, though, it was acknowledged that the wisest course was to go ahead and complete the building.

But this did not prevent certain members from taking the floor to complain about the excessive expense involved. In addition, the members seemed to occupy themselves with many of the details of the construction, ranging from the types of bricks to be used, the artistic decorations for the new wings, and of course, the seating arrangements for the new chambers. We quote below, from *Documentary History of the Construction and Development of the United States Capitol Building and Grounds*, to illustrate how some members of Congress felt about the Capitol extension.

[Senator Borland of Texas, April, 1852]: I am opposed to the extension of this Capitol because I believe it is unnecessary. I do believe (and there are others who agree with me) that the room within the external walls of the present building is all-sufficient, if properly appropriated, for all our purposes, and will be for fifty years to come. . . .

But even if the extension were necessary, I am opposed to it on the plan proposed. It may be deemed presumption in one of my poor judgment, yet I do say, that, in my opinion, the proposed extension of the Capitol, with such wings as are spread out before us, and the proportion they sustain towards the rest of the building, will make a structure which I can call by no other name than *architectural monstrosity*, the like of which has never been seen in any civilized country on the face of the earth. . . . It will resemble, more nearly than anything which suggests a comparison, a mammoth brick-kiln, or some Mexican hacienda, which, as every one knows, is the very burlesque of all architectural proportion. . . .

Consider also the inconvenience that will result from the proposed arrangement. The two Chambers of Congress will be about six hundred feet apart; and in conducting the intercourse of the two Houses, the distance to be traveled backwards and forwards will be something like a quarter of a mile!

Then, again, when these two wings are erected, and the two Chambers are established, one in each, what is to be done with the present building? It will be a series of great *lumber rooms*, making up an immense covered way from one Chamber to the other! Nothing more.

[Senator Houston of Texas, May, 1858]: . . . I have observed some of them [statues being prepared for placement in Capitol]; and the goddess of Liberty, I believe, is one. I am an admirer of statuary, but I cannot say that I am a critic, or even an amateur, in that department of art. It does seem to me that it is a figure which makes rather a queer display in the Capitol. In the first place, I object to its attitude. It appears to me to be in anguish—drawn back in the most ungraceful and ungainly attitude for a lady. [Laughter]. It appears to be in torment; and had it been physical, I should have imagined that it really had a boil under the arm. [Laughter.]

Although the original plans for the extension of the Capitol did not make provision for replacing the Bulfinch dome, it soon became apparent that the increased size of the Capitol completely dwarfed the old dome. Thomas Walter accordingly drew up plans for a new and much larger dome, to be constructed of cast iron, and in 1855 an appropriation of $100,000 to replace the dome was made. The vote in the Committee of the Whole in the House was tied, but it was approved when the chairman voted for it. Two days later the appropriation was passed by the House with no opposition. Since the original appropriation was made before any real estimate of the ultimate cost was made, appropriations for the dome, too, met some opposition in the Congress because of the expense involved.

Construction of the Capitol extension was, of course, complicated by the commencement of the Civil War, but President Lincoln insisted that the work be carried on as a symbol of the permanency of the Union. The Statue of Freedom was bolted in place on the new dome in December, 1863, but there were still a number of interior details to be completed when Thomas Walter submitted his resignation (again because of a conflict with other governmental authorities with jurisdiction over the Capitol) in May, 1865. However, during his tenure in office, he had greatly modified the Capitol building and had given it a new dome which today is regarded as a symbol of the United States.

1874–1892—Supervision for landscaping the grounds of the Capitol was placed in the hands of Frederick Law Olmsted, the most prominent landscape architect of his time. The broad plaza on the east was planned by Olmsted, as well as the marble terraces and the grand stairway on the west as we know them today. The work on the grounds, including grading, boundary walls, and other features of the plan, was done between 1875 and 1881, at which time Olmsted requested an appropriation for the marble stairway and terraces in the west; these had not been authorized in the original bill. Construction of the terraces, which included space beneath them for committee rooms, was begun in 1883 and completed in 1892. Since this work was purely architectural in nature, the work was carried out under the supervision of the Architect of the Capitol, and Olmsted resigned in 1885.

As with some of the earlier improvements to the Capitol, there did not appear to be any real opposition to the landscaping of the grounds, except for the inconveniences it caused and the amount of money it cost. (Frary put the total cost of the terraces and landscaping at $3,626,579.) There was considerable discussion in the Senate in 1886 on an amendment proposed by Senator Hale of Maine to the appropriations bill for sundry civil expenses providing that the committee rooms constructed beneath the new terraces should have windows to the outside. The amendment was finally ruled out of order. Hale argued that the rooms should have natural light, while others insisted that to put windows in the terrace wall would completely destroy the intended architectural effect of a solid foundation supporting the Capitol.

The completion of the Olmsted terraces gave the West Front of the Capitol the aspect that is so familiar today.

1902—A gas explosion and fire occurred in the old Supreme Court Chamber in 1898, bringing the condition of the roof over the old Capitol building to the attention of the Congress. In 1902, therefore, the roofs of the central portion of the Capitol, including that over the old Supreme Court and Statuary Hall, were fireproofed and reconstructed. The outline of the new roof conformed generally to the old, but the two small domes were made somewhat lower. According to the report of Elliott Woods, Architect of the Capitol, this change was made "so that in case the Walter plan for the extension of the east front is carried out, the eastern front of the Capitol will conform to the perspective view as made by Mr. Walter." In Statuary Hall, as mentioned above, care was taken that the new ceiling conform largely to the contours of the old in order that the odd acoustics, or echoes, of the room be preserved. The total cost was approximately $170,000.

1949–1951—During this period the roofs of the House and Senate wings were reconstructed and the two chambers were remodeled. The roof over the House Chamber had been supported by temporary steel supports since 1940, when it had been determined the roof was unsafe. Reconstruction of the roofs was delayed, however, because of the war. Some objections were raised in the House to the proposed remodeling of the House Chamber because of the history associated with it, and to the plan for removing the State seals from the old ceiling. The comments of Representative Huber of Ohio are typical of those made by opponents of the proposed remodeling:

Mr. Chairman, we are only the temporary custodians of this Chamber. It belongs to posterity and should be preserved. We have over here on the other side the old Senate Chamber. It is regarded as such a holy of holies that they have a fence around it and we are not even permitted to go in and walk around. Yet we would change the architecture of this Chamber overnight.

My amendment [to the deficiency appropriation bill] will not interfere with the letting of this contract. They can go ahead and make the necessary repairs and do the remodeling of the House Chamber, but it will not be necessary to take out the skylights and change the basic architecture. It is very little consolation to think that the State seals overhead will be taken out and deposited in a certain place in your home State. We are spending a lot of money on other projects and I do not see any reason in the world why we cannot safeguard this historic Chamber and keep it so that generations to come may visit and see it in its historic state. There is no reason, in my opinion, why it should not be preserved.

Mr. Huber's amendment to retain the existing architecture and skylights of the House Chamber was defeated, and the proposed remodeling of both chambers, incorporating design features from sources of Federal architecture used by Thorton and Latrobe in other sections of the Capitol, was begun. During the construction period, the House met in the caucus room of the Longworth Building, and the Senate met in the old Supreme Court Chamber. Both bodies were able to move into their newly refurbished quarters in January, 1951. The cost of the roof reconstruction and the remodeling of the two chambers amounted to $5,102,000.

1958–62—Extension of the East Front of the Capitol had first been proposed by Thomas Walter, the architect responsible for building the north and south wings and the enlarged dome on the Capitol in the 1850's. In 1904 Congress had established a joint commission to study the extension proposal, and they proposed two different schemes, A and B, for such an extension. Scheme A recommended an extension of 12 feet 10 inches, while Scheme B recommended an

extension of 32½ feet. David Lynn, an assistant to the Architect of the Capitol and later Architect of the Capitol himself, made certain modifications in Scheme B, which were accepted by the commission.

In 1955 Congress approved appropriations for the extension of the East Front, with a provision that it be "in substantial accordance with Scheme B of the architectural plan submitted by a joint commission of Congress and reported to Congress on March 3, 1905." Opposition to the extension began to develop in 1957, and hearings were held in early 1958 on a bill which would have eliminated the requirement that the extension be carried out in accord with Scheme B. The bill was reported to the Senate, but it failed to pass by a vote of 32 to 47.

Opponents of the East Front extension argued that it would destroy the authenticity and integrity of the Capitol, that it would sacrifice historic values to the ever-growing need of legislators for more space, and that its execution was to be carried out in accordance with a plan prepared some fifty years earlier when the needs of the Nation were vastly different

Proponents of the plan argued that the extension was a completion of Walter's original plan for the Capitol, which was not carried out because of the Civil War, that the existing overhang of the skirt of the dome over the East Portico was a serious architectural defect, and that the original sandstone wall of the East Front was in a serious state of deterioration.

Despite the objections of many members of Congress, the American Institute of Architects, and others, when S. 2883 failed to pass the Senate, the way for construction was, for all intents and purposes, cleared. Construction began in 1958 and was completed in 1962. The cost of the extension, including repairs to the dome, furnishings for the new areas, and improved lighting throughout the building, was $24 million.

1969—This brings us to the present time, when discussions of a proposed extension of the West Front are underway. We will not go into this dispute, since it is really beyond the intended scope of this memorandum, except to say that, as in 1958, there are strong feelings both for and against the proposal. There is no question that the sandstone West Front is deteriorating; supports have been put in place to insure safety. Opponents argue that the one remaining original wall of the Capitol should be restored, instead of covered up, while proponents feel that the extension of the West Front would be a better solution. The issue has yet to be resolved

In addition to this memorandum, we are enclosing copies of pictures of the Capitol at different stages of construction, which we thought would be helpful in illustrating the many different phases in the development of the Capitol. We hope you will find this information helpful, and that you will feel free to call on us again in the future if we can be of some further assistance.

Old Providence Hospital Site: Investor Plea for Relief From Congress

Washington, D.C., *September 18, 1969.*

Re Old Providence Hospital Site.

Hon. Joseph M. Montoya,
Chairman, Legislative Subcommittee, Senate Committee on Appropriations, Senate Office Building, Washington, D.C.

Mr. Chairman: On behalf of a group of Washington investors known as Providence Associates Partnership, I would like to make known to this Subcommittee the factual background pertaining to a parcel of land in the District of Columbia formerly occupied by the Old Providence Hospital. This parcel of land comprises 95,041 square feet and constitutes the city block located between D and E and Second and Third Streets, SE. For purposes of assessment and survey, it is referred to by the District of Columbia as Square 764.

In November, 1962, these investors purchased this city block from the Daughters of Charity, a Catholic order of nuns. At the time of the purchase, there were existing structures on the property which, for one hundred years, had been utilized as Providence Hospital but had been abandoned upon the construction of a new Providence Hospital. The main existing structure was the hospital itself, rising to a height of one hundred five feet. The adjoining nurse's home was eighty feet high and the property contained a third structure sixty feet high. All three structures had been in existence for nearly one hundred years.

Approximately two years prior to the purchase of this property, the District of Columbia adopted a new zoning plan known as the "Lewis Plan". The investors assumed that given the nature of the area, the location of the site, the

needs of the local community and especially the length of time the building had existed on this property that in redevelopment of this area they would be granted the same allowances as to height as had been in existence for nearly one hundred years. This would be the equivalent of the local zoning designation of R–5–D.

Based upon this belief and grounded upon competent marketing and economic feasibility studies conducted prior to the purchase of the property, these investors contemplated improving the property with a modern apartment house containing three levels of subsurface parking accommodating in excess of one thousand five hundred cars and an all-weather mall for shopping. The surveys had reflected that modern apartments with subsurface parking and shopping were desperately needed by the persons employed in the Capitol Hill area, especially those persons employed by the Congress of the United States. These facilities are even more greatly needed today.

In 1964, the Zoning Commission of the District of Columbia was requested to approve the R–5–D zoning designation earlier discussed which would have allowed the local investing group to redevelop the property to serve the needs of the community. The R–5–D designation would have basically retained the existing height of the buildings and the existing F.A.R. of 6.0. F.A.R. is the figure by which the lot size is multiplied and the resulting figure is the allowable square footage that can be enclosed on the parcel of land. At the insistence of Mr. J. George Stewart, Architect of the Capitol, the Zoning Commission denied the rezoning application, and subsequently denied the zoning application early in 1965. While the minutes of the Zoning Commission are not of public record, it is our understanding that the other four members of the Commission acceded to the position of Mr. Stewart because of his official position on the Commission as the Architect of the Capitol and thus his position as an office holder from the Congress of the United States. Mr. Stewart, in these hearings and in subsequent public statements, has continuously and constantly taken the position that this property should not be redeveloped by private investors but rather held unimproved for future expansion of the United States Capitol grounds. Mr. Stewart has taken this position during each effort to secure zoning to allow redevelopment of the property and each effort to secure permission to utilize the property in some income producing way such as public parking.

On over a dozen occasions I have met with Mr. Stewart and the House Office Building Commission. At each of these meetings I was assured that the Congress desired to secure this property for a Governmental use in connection with the United States Capitol. On May 14, 1968, almost six years after the property had been purchased by the local group, the House Office Building Commission authorized Mr. Stewart to make an appraisal of this site. The authorization letter is attached hereto as Exhibit #1. Two independent appraisers and the Department of Justice Land Division appraised this property. On October 10, 1968, I was advised by Mr. Stewart that at a meeting of the House Office Building Commission on October 4, 1968, that the Commission had authorized the acquisition of Square 764, and that the proper appropriations committee would consider this authorization the following spring. This letter from Mr. Stewart to me is attached as Exhibit #2. At subsequent meetings, I was assured by Mr. Stewart that based on appraisals he would transmit to Congress in his annual budget request a request for the appropriation to purchase Square 764.

In the many meetings with Mr. Stewart I had suggested that if there were any architectural deficiencies in our proposed development of this property that we would extend to the office of the Architect veto power over any structure to be put on this site. This veto power would cover height, F.A.R. and also the type of materials to be used in the outside facade of the building. It was hoped that by offering this proposal to Mr. Stewart that we would offset an original objection to this structure as posed by Mr. Stewart that any structure on this site would overshadow and detract from the beauty of the Rayburn Building.

Immediately following the acquisition of the property, the General Services Administration leased the buildings from the investors for use by the Department of Commerce and the Weather Bureau. This lease provided income to the

investors but, at the insistence of Mr. Stewart, the District of Columbia proceeding with condemnation proceedings on the existing building and caused the investors to not only vacate the premises and demolish them at a cost in excess of Fifty-five Thousand Dollars but to lose any revenue the buildings could create. Exhibit #6 outlines the carrying costs of this property, including the cost of demolition.

As to the value of this property, appraisals and offers which have been tendered to Providence Associates Partnership over the past years range in price from $30 to $35 per square foot. Exhibit #3 is an offer from William Cohen in the amount of $3,250,000 with an attached check for $100,000. Exhibit #4 is a signed Contract of Sale from the Blake Construction Company in the amount of $3,420,000 with an accompanying check in the amount of $250,000. Each of these offers was predicated on the ability to secure the necessary permits to develop the property. However, because of the position taken by the Congress of the United States we were unable to assure these potential purchasers that such permits could be acquired. Property in the immediate area of Capitol Hill, such as that presently being acquired by the Senate of the United States immediately adjacent to the New Senate Office Building, have values in excess of $30–$35 per square foot. Based upon these offers from responsible developers and the present real property values in the area as borne out by competent appraisers, the property known as the Old Providence Hospital Site is well worth $30–$35 per square foot.

For seven years this valuable property has remained undeveloped and under the cloak of condemnation imposed by Mr. J. George Stewart at staggering costs and penalties to the developers. While I hesitate to accuse, I cannot help but feel that the attitude of an office of the Congress of the United States to have kept a valuable piece of property such as this in a state of limbo for seven years has grave overtones of a form of injustice not commonly associated with the democracy we believe in in these United States.

I have expressed these feelings to the Honorable George Andrews, Chairman of the House Committee on Legislative Matters, both by letter, which is attached hereto as Exhibit #5, and in a meeting held in his office on Monday, June 9, 1969. He informed me that my best course of action relative to receiving some relief from this situation would be to pursue this matter in the courts of law under the statute dealing with taking of property without just compensation.

I do not believe that justice and equity are served when citizens are forced, for seven years, to pay ever-increasing taxes and insurance charges on a property that Congress will neither purchase nor allow to be developed. Had it not been for the purchase of this property by Providence Associates, the present Providence Hospital, adjacent to the Washington Hospital Center, would not be available to care for the needy of this city, and the present crowded hospital condition would be unbearable. The need seen for development of this property is still with us today, increased ten-fold.

In conclusion, on behalf of Providence Associates and on behalf of the principles of equity and justice we in the United States believe in, and in the spirit of true democracy, I hope this committee will see the importance and implications of the facts surrounding this case and will see the plight of honest investors who are now pleading for relief from the Congress of the United States.

Respectfully,

JAMES J. DONOHUE.

THE SPEAKER'S ROOMS,
U.S. HOUSE OF REPRESENTATIVES,
Washington, D.C., May 20, 1968.

Mr. JAMES J. DONOHUE,
Washington, D.C.

DEAR JIM: The House Office Building Commission met on Tuesday, May 14, 1968, and it authorized the Architect of the Capitol to make an appraisal of the site known as the old Providence Hospital between 2nd and 3rd Streets, SE, Washington, D.C.

With kind regards, I am,

Sincerely yours,

JOHN W. MCCORMACK.

ARCHITECT OF THE CAPITOL,
Washington, D.C., October 10, 1968.

PROVIDENCE ASSOCIATES,
Washington, D.C.
(Attention: Mr. Donohue.)

GENTLEMEN: At the direction of the House Office Building Commission, I wish to advise you as follows:

At meeting of October 4, 1968, the Commission considered the acquisition of Square 764 in the District of Columbia, bounded by Second, Third, D and E Streets, Southeast.

The Commission, pursuant to authority vested in such Commission by the Additional House Office Building Act of 1955 (Public Law 24, 84th Congress), approved acquisition of the property and directed the Architect of the Capitol to request funds for this purpose in his regular budget estimates for the fiscal year 1970 (July 1, 1969 to June 30, 1970).

We expect to present this request before the Appropriations Committees next Spring when hearings are held on our annual budget.

Sincerely yours,

J. GEORGE STEWART,
Architect of the Capitol.

WASHINGTON, D.C., *August 12, 1966.*

Mr. D. F. ANTONELLI, Jr.,
Washington, D.C.

DEAR MR. ANTONELLI: Pursuant to our many conversations over the past three months, and as I informed you, I have contracted with hotel and motel consultants as to a proper feasibility study regarding the site known as "Old Providence Hospital" located at 2nd and 3rd and D and E Streets, S.E., in the District of Columbia, Lot 800, Square 764. The study, which I have before me, concurs almost 100% in the study that your Providence Associates had made by Capitol Research Associates, although I believe that ours has gone into greater depth as to economics.

Speaking for myself and associates, I am tendering to you in the form of this letter an offer in the amount of $3,250,000.00. I am also enclosing my check in the amount of $100,000.00 as an expression of good faith on our part.

Should you and your associates feel that this proposal for an outright purchase is not acceptable and workable, relative to your present position, I would appreciate at your earliest convenience a meeting with all concerned to discuss the possibility of a joint venture towards the development of this site.

I am sure you can appreciate the amount of money and effort we have expended thus far and until such time as I receive an expression from you in writing or conversation, I cannot further commit myself and associates, to any future expenditures of funds regarding this project.

Very truly yours,

WILLIAM COHEN.

PROVIDENCE ASSOCIATES,
August 19, 1966.

Mr. WILLIAM COHEN,
Willco Building,
Washington, D.C.

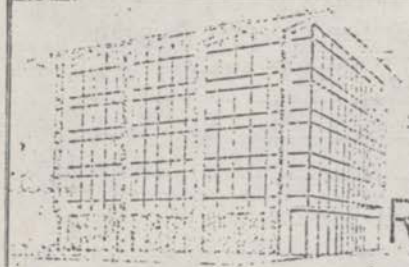
DEAR MR. COHEN: I am in receipt of your letter dated August 12, 1966, and pursuant to our conversations of this day I wish to make the following point that your offer of $3,250,000 is not acceptable to my group, and in all confidence, and I trust it will remain thus, I have to refer to the offer I received from Blake Construction which was considerably more.

However, I feel that because of your background of owning and operating in the motel and hotel field both of our interests would be best served by a joint venture in the development of this site.

If this is acceptable to you and your associates I hope we can have a meeting at your earliest convenience.

Sincerely,

D. F. ANTONELLI, Jr., *Partner.*



WILLIAM COHEN
WILLCO BUILDING
7826 EASTERN AVENUE, N. W.
WASHINGTON, D. C. 20012

No 585

65-234
521

August 12, 1966

PAY TO THE ORDER OF Providence Associates $100,000.00

REGISTERED 5017-16 100000 DOLS 00 CTS DOLLARS

WILLCO BUILDING

Purchase site known as "Old Providence
FOR Hospital" lot-800-Square-764

SUBURBAN TRUST COMPANY
HYATTSVILLE, MD.

MO

:0521:0234: 26 3265 9

765

21 March , 19 68

Received from Stanley S. Bender

a deposit of Two Hundred Fifty Thousand and no/100- - - - - Dollars ($250,000.00)*
to be applied as part payment of the purchase of Lot 800 in Square 764, with
improvements thereon known as No. in the District of
Columbia, upon the following terms of sale:

(1) Price Three Million Four Hundred Twenty Thousand & no/100 Dollars ($3,420,000.00).

(2) Purchaser agrees to pay Three Million Four Hundred Twenty Thousand and no/100
Dollars ($3,420,000.00) cash at the date of conveyance, of which sum this deposit shall be a part.

~~(3) The purchaser is to assume, give, place, take title subject to, a first deed of trust secured~~
on the premises of Dollars ($)
due ,19, bearing interest at the rate of
per cent per annum, payable

(4) The balance of deferred purchase money is to be secured by a
deed of trust on said property, in the amount of
Dollars ($), to be paid in monthly installments of
Dollars ($) or more, including interest at the rate of
per cent per annum, each installment when so paid to be applied, first, to the payment of interest
on the amount of principal remaining unpaid and the balance thereof credited to principal.

Trustees in all deeds of trust are to be named by the parties secured thereby.

766

32-619 O—69——49

(5) The property is to be sold free of encumbrance, except as aforesaid; title is to be good of record and in fact, subject, however to covenants, conditions and restrictions of record, if any; otherwise the deposit is to be returned and sale declared off at the option of the purchaser, unless the defects are of such character that they may readily be remedied by legal action, but the seller and Agent are hereby expressly released from all liability for damages by reason of any defect in the title. In case legal steps are necessary to perfect the title, such action must be taken promptly by and at the seller's expense, whereupon the time herein specified for full settlement by the purchaser will thereby be extended for the period necessary for such action.

(6) Seller agrees to execute and deliver a good and sufficient special warranty deed, and to pay for Federal revenue stamps on the deed.

(7) Property is sold and shall be conveyed subject to an existing tenancy as follows: NONE

Seller agrees to give possession at time of settlement. If seller shall fail to do so and occupies said property, seller shall become and be thereafter a tenant at sufferances of the purchaser, and hereby expressly waives all notice to quit provided by law.

(8) Seller assumes the risk of loss or damage to said property by fire or other casualty until the executed deed of conveyance is delivered to the purchaser or is recorded for him by the Title Company making the settlement.

(9) All notices of violations of Municipal orders or requirements noted or issued by any Department of the District of Columbia, or prosecutions in any of the courts of the District of Columbia on account thereof against or affecting the property at the date of settlement of this contract shall be complied with by the seller and the property conveyed free thereof, with the exception of the means of egress regulations. This provision shall survive the delivery of the deed hereunder.

(10) Settlement is to be made at the office of the Agent or at the Title Company searching the title, and deposit with the Agent or at the Title Company of the cash payment as aforesaid, the deed of conveyance and such other papers as are required by the terms of this contract shall be deemed and construed as a good and sufficient tender of performance of the terms hereof.

(11) Rent, taxes, water rent, insurance and interest on existing encumbrances, if any, and operating charges are to be adjusted to the date of transfer. Taxes, general and special, are to be adjusted according to the certificate of taxes as issued by the Collector of Taxes of the District of Columbia, except that assessments for improvements completed prior to the date hereof, whether assessment therefore has been levied or not, shall be paid by the seller or allowance made therefor at the time of transfer.

(12) Examination of title, tax certificate, conveyancing, notary fees, and all recording charges, including those for purchase money trust, if any, are to be at the cost of the purchaser who hereby authorizes the undersigned Agent to order the examination of title; provided, however, that if upon examination the title should be found defective, and is not remedied as aforesaid, the seller hereby agrees to pay the cost of the examination of the title and also to pay the Agent herein the commission hereinafter provided for just as though the sale had actually been consummated and all the terms of this contract complied with. District of Columbia Recordation Tax shall be paid by one-half by Seller and one-half by Purchaser.

(13) Within Ninety (90) days from the date of acceptance hereof by the seller, or as soon thereafter as a report on the title case can be secured if promptly ordered, and, or survey, if required, the seller and purchaser are required and agree to make full settlement in accordance with the terms hereof.

If the purchaser shall fail to make full settlement, the deposit herein provided for may be forfeited at the option of the seller, in which event the purchaser shall be relieved from further liability hereunder, or, without forfeiting the deposit, the seller may avail himself of any legal or equitable rights and remedies which he may have under this contract.

(14) The entire deposit shall be held by PROVIDENCE ASSOCIATES until settlement hereunder is made or until the deposit is forfeited. In the event of the forfeiture of the deposit, the Agent shall retain one-half thereof as a compensation for his services and shall pay to the seller the remaining one-half of the forfeited deposit.

(15) Seller agrees to pay to BLAKE CONSTRUCTION CO., INC. REAL ESTATE DIVISION, Agent a commission of three per cent of the purchase price of which said commission being hereby assigned to the Agent by the seller out of the proceeds of sale. The party through whom settlement hereunder is made is hereby authorized and directed to make deduction of the aforesaid commission from the proceeds of the sale and to make payment thereof to said Agent.

(16) The principals to this contract mutually agree that it shall be binding upon them, their and each of their respective heirs, executors, administrators, successors and assigns; that the provisions hereof shall survive the execution and delivery of the deed aforesaid and shall not be merged therein; that this contract contains the final and entire agreement between the parties hereto, and that they shall not be bound by any terms, conditions, statements, warranties or representations, oral or written, not herein contained.

*NOTE: Deposit shall be by Demand Note, included herein

Stanley S. Bender
Agent

We, the undersigned, hereby ratify, accept and agree to the above memorandum of sale and acknowledge it to be our contract. Property is to be conveyed in the name or names of Stanley S. Bender or nominee.

Stanley S. Bender
Purchaser

Seller

768

$ 250,000.00 — 21 March 19 66

ON DEMAND — after date — promise to pay to

The order of PROVIDENCE ASSOCIATES

Two Hundred Fifty Thousand and no/100- - - - - - Dollars

Payable at

Value received Deposit - Lot 800, Square 764 in the District of Columbia.

No. — Due

B & P No. N 720 MADE IN U.S.A.

Stanley S. Bender

PROVIDENCE ASSOCIATES,
April 8, 1966.

BLAKE CONSTRUCTION CO.
Washington, D.C.
(Attention: Mr. Stanley Bender).

DEAR MR. BENDER: I am in receipt of your offer dated March 21, 1966, relative to the property known as "Old Providence Hospital", located at 2nd and 3rd and D and E Streets, S.E., in the District of Columbia, Lot 800, Square 764. After due consideration with all interested parties your offer of $3,420,000.00 cannot be accepted.

However, as a counteroffer, the principals in Providence Associates have authorized me to offer to you a 50% participation in this property for the proper development of same.

As you will recall we have contracted the services of Morton Noble, AIA. Mr. Noble has had many hours of consultation with land planners and has come up with preliminaries that we believe are proper for the future development of this tract. I hope that in the immediate future, should you decide to accept this offer of participation, you will have your engineering people make an evaluation of the plans available. Immediately thereafter I hope we may confer based on your knowledge as a builder and developer for the proper development and evaluation of this project.

I am enclosing your promissory note in the amount of $250,000.

Sincerely,

D. F. ANTONELLI, Jr., *Partner.*

BLAKE CONSTRUCTION CO., INC.,
Washington, D.C., April 9, 1966.

Mr. D. F. ANTONELLI, Jr.,
Washington, D.C.

DEAR MR. ANTONELLI: I am in receipt of your letter of April 8, 1966, and note with regret the decision of Providence Associates to decline our offer of $3,420,000, for the property located at 2nd and 3rd and D and E Streets, S.E., in the District of Columbia.

However, I would like to take this opportunity to request that a meeting be held in the very near future between the principals of Providence Associates and our firm to discuss the possibility of a Joint Venture between these two groups for the proper development of this extremely valuable property.

Thank you for returning the promissory note which was transmitted to you in connection with this offer.

Very truly yours,

STANLEY S. BENDER.

P.S.—I note from Bill Gold's column that yesterday was your Birthday and would like to extend my sincere Best Wishes.

WASHINGTON, D.C., *June 10, 1969.*

Re Providence Hospital Site.

Hon. GEORGE WILLIAM ANDREWS, *Member of Congress,*
Legislative Appropriations Subcommittee,
House Office Building, Washington, D.C.

DEAR MR. ANDREWS: In November, 1962, a group of local investors purchased the old Providence Hospital Site at a time when the buildings were leased to the General Services Administration. It was then the intention of these investors to continue to lease the buildings to the Government and to maintain ownership as the buildings then existed.

However, the Government soon thereafter terminated its lease. Inadequate police protection in the area led to vandalism of the buildings and ultimately resulted in the necessity of demolition of the buildings involved.

This created a new situation for the investment group who, at that time, had the vacant land without buildings. Impressed by the surveys and analyses indicating the need for a modern apartment house development in the Capitol Hill

area to serve Congressmen, their staffs and families, the investors requested the zoning changes necessary to create this development.

Acting pursuant to instruction of the House Office Building Commission, Mr. George J. Steward, Architect of the Capitol, successfully opposed the necessary rezoning which is the pre-condition to development of this attractive and useful apartment house building. Several times thereafter similar rezoning requests have been denied for the same reason.

In acting in this manner, Mr. Steward is carrying out what he believes to be the mandate of the House Office Building Commission that this site is appropriately one for taking by the United States Government for use in the functioning of the United States Capitol.

Accordingly, the investors find themselves unable to develop the property privately because of the expressed need for the property by the United States Government. It thus appears to me that a failure, after this length of time, to take the property has the overtones of a taking of the property without just compensation. In other words, the investors cannot develop the land and at the same time they are not reimbursed for the land's value.

As to value, it appears that over ten years ago, similar property in the same area was taken by the Government for a price in excess of Thirty Dollars per square foot. As you know, over the years the present investing group has been told by appraisers that the property is worth between Twenty-eight and Thirty-five Dollars per square foot.

I would be pleased to furnish any additional information you may require and would be happy to appear before your subcommittee when the issue of Providence Hospital is being considered to present contracts from potential purchasers setting forth the price structure established by competent independent appraisers.

Very truly yours,

JAMES J. DONOHUE.

MEMORANDUM RE PROVIDENCE HOSPITAL SITE

Acquired Nov. 5, 1962, at a cost of	$677,950.)91
Carrying costs, through Dec. 31, 1968:	
Interest and loan fees	288,980.51
Real estate taxes	74,508.21
Insurance, accounting, miscellaneous	12,468.14
Demolition	55,167.00
Total	431,626.86
Estimated interest, loan fees, etc., real estate taxes, etc., through Dec. 31, 1969	100,000.00
Total through Dec. 31, 1969 (approximate)	1,208,000.00

Zoning Information.—A request for rezoning from R–4 to R–5–D was made on January 2, 1964, and refused by the Zoning Commission on January 15, 1964. The request was again considered and refused on May 14, 1965, at the insistence of a member of the Zoning Commission, J. George Stewart.

LIBRARY OF CONGRESSS IMPLICATIONS OF REDUCTION IN BUDGET REQUEST

THE LIBRARY OF CONGRESS,
LEGISLATIVE REFERENCE SERVICE,
Washington, D.C., October 10, 1969.

Hon. JOSEPH M. MONTOYA,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MONTOYA: We appreciate this opportunity to comment, in accordance with your request of October 10, on the implications of a $61,000 reduction in our 1970 appropriations request.

Our budget proposals for this fiscal year, which included a request for 17 additional positions, were based on an overall workload estimated at 132,000 inquiries during fiscal 1969. It was anticipated that these would increase to about 135,000 in fiscal 1970.

However, our estimates quite clearly were on the conservative side. During fiscal 1969 we responded to 140,267 Congressional requests for information and research support. And our present workload indicates that the fiscal 1970 total will also exceed our earlier expectations.

From July 1 to October 9 of this year, for example, we have received 33,117 inquiries—up by almost 5,000 over the same period last year.

As you know, the House recommendations allowed about 15 of the 17 positions requested. Also included was a discount factor of $40,000 because of late enactment of the bill, making a total of $61,000.

In testimony before the House Legislative Appropriations Subcommittee, the Director, Lester S. Jayson, said:

"The 17 new positions that we are requesting will by no means equalize our staff to the increase in demands that Congress has made on us in recent years. It will only help us to keep our chin above water and keep us from falling further behind."

The disallowance means that we will have to forgo appointment of an analyst in public administration as well as a professional staff member to assist in the preparation of the *Digest of Public Bills*, which we are attempting to keep more current despite a steady increase in the number of bills introduced each session. Moreover, the lapse factor will limit our ability to bring in temporary help during periods of peak demand, such as is occurring at the present time, to avoid backlogs and arrearages.

I know that, upon his return, Mr. Jayson will join me in thanking you for your continuing interest in our work. Meanwhile, if you should require any additional information on this or any other aspect of our activities, please do not hesitate to let me know.

With best regards,

Sincerely,

DONALD G. TACHERON,
Deputy Director.

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